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ABSTRACT

This study was undertaken to examine problems related to the production, the control, the circulation, and the use of documents issued for public use by governments, government related agencies, and regional or international organizations in the English-speaking Caribbean countries, and to make proposals to solve those problems. Questionnaire/interview instruments were used to gather background data from relevant personnel in six selected countries which were paired on the basis of large, medium, and small populations. A review of the literature revealed comparable problems as well as practices aimed at solutions in other countries and also provided additional information concerning the countries under study. Analyses of the information gathered indicate that there is a significant amount of government publishing covering a wide area of interest which would be useful to nationals in each country and to nationals of other countries in the region; no official policies exist regarding overall government publishing and bibliographical control of items produced; there does not appear to be any effective legal deposit of government publications; control over production, quality, quantities, cost, sale prices, and distribution is not exercised to any great extent; and there is need, in each country, for national development of a library service system so that the relevant role of a national library may be performed adequately and a network of service points may be available for the distribution of public documents. Tables, references, a bibliography, a list of cooperating persons, and the survey questionnaires complete the report. (THC)

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A STUDY ON
PUBLIC DOCUMENTS IN THE ENGLISH-SPEAKING CARIBBEAN

prepared by
Daphne Douglas

General Information Programme and UNISIST

United Nations Educational,
Scientific and Cultural Organization

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EXECUTIVE SUMMARY

1. This study, which relates to the English-speaking Caribbean countries, has been undertaken as a result of librarians and information specialists expressing difficulties in obtaining information about the existence of public documents and also access to them. This view was expressed at a Unesco Consultation Meeting held in Jamaica in 1980.
2. Background data was gathered by means of questionnaire/interview instruments administered to relevant personnel in 6 selected countries which were paired on the basis of large, medium and small populations in the area. It was hoped that the data collected would be representative of the whole region. A literature survey revealed comparable problems as well as practices aimed at solutions in other countries. It also provided additional information concerning the countries under study.
3. Only the interview-related instruments achieved any degree of satisfactory returns. However a pattern appeared to emerge from the overall data collected and this was supported by information gleaned in discussions.
4. The total activity produced the following conclusions:
 - a) There appeared to be a significant amount of government publishing covering a wide area of interest which could be very useful to nationals in each country and to the nationals of the other countries of the Caribbean region.
 - b) No official policies or practices appear to exist regarding overall government publishing and bibliographical control of items produced. Central official publications, such as laws, gazettes, house debates and reports, court decisions and reports, appear to be properly provided for by law. The same is largely true of official compilation of statistics. There are however a great many public documents that are not adequately husbanded even at the issuing level.
 - c) There does not seem to be any effective legal deposit of government publications, nor any maintenance of master files as a matter of course.
 - d) Control over production, quality, quantities, costs, sale prices and distribution is not exercised to any great extent or largely in a purposeful manner. It does not appear possible to identify conclusively the government agencies which do issue public documents.
 - e) In point of fact, there is a woeful lack of publishing expertise as distinct from printing expertise in the countries surveyed. There is an urgent need for this aspect, which includes market research, commissioning of publications, editorial work, design, promotional work, stocking and sales, etc., to be implemented in government publishing activities.
 - f) Standards for bibliographical data on publications and in listings are not uniformly adopted.

- g) There is need, in each country, for a library service system to be developed nationally so that the relevant role of a national library may be performed adequately and that a network of service points is available through which public documents may be obtained. Although such services are in fact being organized in the countries, they are at different stages of development and it is desirable that the systems become fully functional both in terms of information retrieval and document delivery.
 - h) There have been several instances of listing, indexing and abstracting activity intended to provide access to information about public documents as well as other materials relating to the Caribbean region. The weakness of the total output however is that it lacks comprehensiveness in scope and coverage as well as in depth approaches and more importantly currency.
 - i) Public documents were included in the archival files. Independent "printed archives" collections are also maintained in some countries. The existence of either group was not well-known; nor were the items well used on an overall basis.
 - j) Persons in the several countries used public documents to obtain information for a variety of purposes. However, it was clear from the statements made that the existence of public documents was often obscure and access to them difficult to achieve. An effective system for distribution, storage and retrieval would greatly enhance the possibility of use and optimise the total input associated with the production of items.
5. Proposals for concrete courses of action include the following:

At the national level:

- a) The establishment of an overall publishing policy in each country, which would recognise the importance of making information generated by government bodies available in public documents and pave the way for effective machinery to do this consistently and well (6.1.1).
- b) The setting up or identification of a central agency, with a high degree of publishing expertise (as distinct from printing expertise) to monitor publishing activity in government bodies and to implement the agreed policy; its work to include the setting of standards, articulation of publishing programmes, maintenance of a checklist system, co-ordination with libraries and documentation centres, advice and guidance, education and training and research (6.1.2).
- c) The achievement of bibliographical control and availability of all items issued by a system of checklisting at source and comprehensive master files, legal deposit, national bibliographies, indexing systems and clearing house facilities (6.1.2, 6.1.3, 6.1.4).
- d) The adequate standardization of bibliographical and other pertinent information on items and about items (6.1.4).

- e) The institution of adequate public records management and archival practices where necessary (6.1.5).
- f) Intra-governmental education and training as well as public education programmes (6.1.2) and 6.1.6).

At the regional level:

- g) Provision for the incorporation into the system of relevant publications by regional and international organizations (6.1.7 and 6.1.8, 6.3.1, 6.3.2., 6.3.3).
- h) The seeking of region agreement on appropriate definitions and standards (6.2.1 and 6.2.2).
- i) The encouragement of the free flow of information among the countries concerned, including the exchange of comprehensive checklists, the establishment of a clearing house by CARICOM and the continuation of indexing and abstracting services by ECLA/CDC (6.2.4, 6.2.5, 6.2.6, 6.2.7).

At the international level:

- j) The provision of funding and technical assistance for the promotion of conferences, seminars and workshops and for scholarships, consultancies, special projects and equipment, intended to enhance the adequacy of the production, control, circulation and use of public documents.

1. INTRODUCTION

1.1 BACKGROUND

In May, 1980 Unesco held a consultation on the co-ordinated development of national information systems in the Caribbean region. This meeting was convened in Kingston, Jamaica and attended by representatives of some fifteen countries as well as observers from regional/international bodies and Unesco personnel. The final report and recommendations were published in a Unesco document. (1)

In the summary of discussions, the identification of problem areas in respect of acquisitions was expressed as follows:

"Problem areas in respect of acquisitions centred around the identification and collection of local unconventional material...[and] the accessing and locating mechanisms e.g. union lists and catalogues". (2)

In the recommendations which are contained in the report, the following quotes appear:

- recommended that governments of the Caribbean:

"establish the infrastructure that will permit access to information produced within and outside the country".

"provide the framework by which information produced in any country of the region may, within the established limits of confidentiality, be made available to other countries if so desired".

- suggested for initiation in respect of less developed countries (LDCs):

"Problems relating to the availability of Caribbean Government documents be examined, and efforts made to include the bibliographical description of these documents in the national information system within the framework of the Caribbean System". (3)

In the action plan suggested, provision is included under the heading "Government publications and non-conventional documents" for studies to be "made on the problems of identification, location and acquisition of government publications and non-conventional materials taking into consideration the suggestions and recommendations made by ACURIL and other experience and guidelines already available in the region". (4)

In seeking to implement action on the above findings and recommendations, Unesco contracted the writer to conduct a survey in six selected territories and to make proposals as to possible solutions of discovered problems.

1.2 DEFINITIONS

The material which was to be investigated was identified by the following definition:

"Public documents" includes any book, booklet, magazine or periodical, pamphlet, leaflet, sheet, card, or other published item produced by printing press, multilith, multigraph, mimeograph or any other multiple duplication means by an official, department, division, bureau, board, commission, corporation or other agency of government, except publications of the government controlled universities, directives for internal administration, intra-office and inter-office publications and forms.

In this report, the term "public document" will be used in the context of the foregoing definition. It will represent documents including non-conventional materials issued for public use by official bodies, mainly central government. In addition, the term "library" will be used as an all-embracing word for both libraries and documentation centres and "library services" will therefore also cover library and documentation services. Also, the term "librarians" will embrace documentalists and information specialists. The terms "Caribbean countries/governments/region" will be used to refer to the group detailed in chapter 2 as constituting the English-speaking countries in and nearby the Caribbean sea and which have colonial histories associated with the metropolitan country of Great Britain.

The term "government body" will be used to describe all the bodies, whose documents are the topic of this study. Although the definition does not include government-aided universities, mention will be made of this group separately.

Finally, abbreviations have been introduced for each country surveyed and these appear as column headings and data references. The abbreviations used are as follows:

British Virgin Islands	BVI
Montserrat	MONT.
St. Vincent	ST. V.
St. Lucia	ST. L.
Trinidad and Tobago	T & T
Jamaica	JCA.

1.3 SCOPE OF STUDY

The report concerns itself largely with central government and government-related agencies. It is important to note that no attempt was made to assess publishing at local government level. It must however be recognized that such publishing should be significant particularly in the larger territories. However, identical or parallel arrangements could be made to control this area of publication.

Also, as a first study of this kind, no attention was paid to non-print and audio-visual material although it is recognized that there must be considerable publication in this area. The report is restricted to the consideration of print items only.

It was also agreed that consideration be given only to public documents, that is, docu-

ments that were available for public consultation. This does not include secret, confidential or restricted material. However in collecting data and reacting with individuals, this subject was introduced time and again. A short paragraph is included on the subject of Classification/Declassification in elaboration of the points raised whereby material no longer needing classification may be identified for general availability and also restricted material might reach the target group which could be permitted consultation.

The selection of six countries for the survey was based on size of population. Jamaica and Trinidad and Tobago were selected as having the largest populations, St. Lucia and St. Vincent represented countries with medium sized populations while the British Virgin Islands and Montserrat were chosen as being among those with the smallest populations. When the study was conducted, the estimated population figures for these six countries were as follows:

British Virgin Islands (BVI)	12,034
Montserrat (MNT.)	12,073
St. Vincent (ST. V.)	100,427
St. Lucia (ST. L.)	101,064
Trinidad and Tobago (T&T)	1,081,550
Jamaica (JCA.)	2,060,300

It was hoped that the spread of policies and practices as regards official publishing would be represented in these six countries.

This therefore is a study which seeks to identify the situation which presently exists in these six countries and by inference, to indicate the overall pattern in the region as regards production, control, circulation and use of public documents and non-conventional materials and to make proposals for implementing solutions to discovered problems.

1.4 TERMS OF REFERENCE

Specifically the terms of reference were stated as follows:

"The contractor shall design and carry out a study on government publications and non-conventional documents. The purpose of the study, in the context of the Pilot project for the coordinated development of national information systems, will be to examine the problems related to the production, the control, the circulation and the use of documents issued for public use by governments, government related agencies, regional or international organizations and to make proposals to solve those problems".

2. REGIONAL COVERAGE AND METHODOLOGY

2.1 REGIONAL COVERAGE

The several units in the Caribbean region, with which the pilot project is concerned may be distinguished by groupings related to traditional governance. Looking at the Caribbean broadly, there are three long-standing independent countries, two with strong Spanish influence, namely Cuba and the Dominican Republic and one having strong French influence, namely Haiti. 12 former British colonies but now independent namely Antigua and Barbuda, the Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, St. Lucia, St. Christopher and Nevis, St. Vincent and the Grenadines, and Trinidad and Tobago together with 5 British associated states/colonies having internal self-government, namely Anguilla, the British Virgin Islands, the Cayman Islands, Montserrat, and the Turks and Caicos Islands form the largest cohesive group - all units of which are English-speaking. There is one other newly independent country which was formerly under Dutch rule, namely Suriname. Otherwise, there are territories belonging to the United States of America, (Puerto Rico and the Virgin Islands of the US), France, (French Guiana, Martinique and Guadeloupe) and Holland (the Dutch Leeward and Windward Islands - Curacao, Bonaire, Aruba, St. Maartens, St. Eustatius and Saba).

The group with which this report is specifically concerned is the erstwhile and present British Colonies listed above which are largely islands in the Caribbean sea but include the Bahamas and the Turks and Caicos Islands in the Southwest Atlantic and two mainland territories, Belize and Guyana. Because of the same metropolitan influence, patterns of public administration will be similar. It should be possible to identify common problems associated with official publishing and to suggest overall solutions to them.

In most of the countries, there is a governor/governor general who is the representative of the Queen of Great Britain who is also Head of the Commonwealth. Prime Ministers/Chief Ministers/Premiers head the majority of the governments. But Guyana and Trinidad and Tobago are Republics with a president as Head of State. There are Upper and Lower houses, the latter consisting of the elected representatives of the people. Guyana is the exception with a single National Assembly. The central government in every case, is based on the ministerial system with a variety of government departments and agencies responsible to named ministries. Many of these agencies are statutory bodies, committees, commissions, boards etc. But more and more, in order to take advantage of the freer operational environment, quasi-government corporations are being created which virtually straddle the public/private sector line of demarcation. In many instances public funding and special concessions make the services offered free to the nation and hence the literature output belongs in the grouping of public documents. However such production is equally difficult to control as that issuing from bodies well within the definition of the public service.

2.2 METHODOLOGY

In designing the process by which the task was to be undertaken, it was decided that an attempt should be made to find out as much as possible about relevant activity in the six countries. No attempt was made to conduct a scientific survey but the mere collection of data was undertaken. It was anticipated that a study of this data would indicate the practices and problems associated with the subject. Because of the limitations of the project and also the problems of data gathering by questionnaire in the region, the net was cast as wide as possible in the hope that enough material would be assembled which would provide a picture of the state of the art as regards the production, control, circulation and use of public documents in the six countries selected. There was a strong possibility that the pattern for the rest of the English-speaking Caribbean would be very similar. Five questionnaire/interview instruments were prepared as follows:

- (1) Interview instrument directed at government officials: intended to obtain data on overall government policies regarding publishing.
- (2) Questionnaire directed at officers in charge of publishing activities: intended to collect information about this subject.
- (3) Data collection sheet: this was intended to gather information on individual items published over the year 1981/82, each sheet would relate to a single title and would describe how it was handled.
- (4) Interview instrument directed at officers in charge of libraries and documentation centres: intended to provide data as to how public documents were handled and used in these service agencies.
- (5) Interview instruments directed at officers in charge of Government Archives: intended to ascertain whether or not documents found their way into these collections and if so how they are handled.
- (6) User questionnaire: intended to glean some information as to use and possible demand for public documents.

Item (3) was circulated in multiple copies along with Item (2); in addition two covering letters, one to accompany items (1) to (5) and the other to cover Item 6 were prepared. All these letters and questionnaires/interview instruments are annexed as Appendix II.

In each country a Contact was identified to liaise with the consultant. These Contacts saw to the distribution and collection of questionnaires/interview instruments and arranged the programme of appointments when the consultant visited the country. Approval was sought and obtained from the several governments for the survey to be done in each country. The instruments were then distributed through the Contacts except in the case of Jamaica where they were distributed directly.

From experience, supported by consensus when the matter was discussed with informed librarians in the region, it was felt that the combined knowledge and opinion of officials selected from 5 government bodies, where they existed, would indicate policies regarding the subject of the study. These bodies were the office of the chief minister, the controlling body for finance, the national planning agency, the government information service and the government printing office. In some cases, an existing body played more than one of the above roles. There was no significant discrepancy in the information obtained from officers in these bodies within a country.

As no one was aware of which government bodies were indeed publishing, it was decided that questionnaires directed at officers in charge of publishing activities should be distributed to the entire population of the group as far as was possible. Each Contact was therefore responsible for compiling as complete a list as possible, using sources such as official lists, directories, government estimates of expenditure and any other listing available. The same technique was applied to the questionnaire for officers in charge of libraries and documentation centres. There was only one officer responsible for archives in each country.

The user questionnaires were left in bulk in libraries and other public service points and persons attending for some business or the other were asked to complete them.

The consultant visited the following five countries according to the schedule set out:

Montserrat	-	1 - 2 November, 1982
British Virgin Islands	-	4 - 6 November, 1982
St. Lucia	-	9 - 11 December, 1982
St. Vincent	-	12 - 15 December, 1982
Trinidad & Tobago	-	15 - 22 December, 1982

The data gathering in Jamaica was done over a longer period as the consultant is domiciled in that country. In each of the countries, Items 1 and 4 of the instruments were completed by interview and the opportunity taken to have a general conversation with the government officials. A number of producers of documents were also interviewed informally to obtain their ideas and to test possible proposals. Some questionnaires were completed at these sessions. Joint meetings were held in each of the five outlier countries with the officers in charge of libraries and documentation centres for the same purpose.

In support of this activity, a literature search was undertaken in order to identify relevant materials which would indicate how such situations are being handled in other countries. It is evident that most of the problems are universal and that there are some basic approaches which can generate a measure of good results.

3. TREATMENT OF TOPIC IN THE LITERATURE

3.1 PREAMBLE

This study is not an isolated incident based upon a felt need in the region. It actually complements an activity which is world-wide and current. Over many years, but with greater emphasis during the last decade and growing with greater emphasis every day, there has been the recognition that public documents are less well controlled bibliographically than commercial products and those emanating from learned but private bodies. Many surveys have been undertaken and much in the way of studies and recommendations has been written. In addition, associations have been formed and journals devoted to this specific topic have been started. All this has been undertaken in an attempt to come to grips with the problems. Much of this has gone on in the information field but governments themselves are recognising the great inadequacy of their overall publishing programmes especially the non-efficiency of what is being done and the wastage and counter-service which is manifest. Some of the governments at central, regional and/or local level are beginning to put their several houses in order and are, by directive and law, attempting to bring order and control into whatever is the sum total of their publishing. This activity is being supported by regional and international concerns, especially those which have been working towards universal bibliographical control because low levels in the reporting of records from a country or countries weaken the net-work which is being slowly constructed.

The appended bibliography gives some idea of the type of literature which has been generated. At the same time, the content has helped to trigger and to cement some of the ideas expressed in this study. There are certain basic concepts and solutions which are pervasive and which need only to be modified to fit the special situations in the English-speaking Caribbean.

3.2 GENERAL MATERIAL

While most items in the bibliography have been useful, there are a few which are worthy of special mention. Eve Johansson of the British Library Reference Division has two articles, one on the definition of official publications and the other on the bibliographical control of official publications which could almost be quoted verbatim in this study since they both contain some of the basic material pertinent to the findings, the problems and solutions contained here-in. (5), (6) In the first article, she presents a draft definition of official publication which is being discussed for international use. This draft should form the basis for the Caribbean discussion which will be suggested as a first step to be undertaken towards organization. In the second, she outlines the situation regarding British official publishing, most of which she says goes for almost all countries in the world. A telling summary of her findings is quoted below:

"The picture emerges of an important class of documentation whose full exploitation is impeded by the way in which it is published, resulting gaps in bibliographic control, and the consequent problem that it presents to libraries. Ideally, libraries and the general public require four things. First is better marketing

and publicity, and a better-articulated system for getting information about publications to the general public. Second is a current comprehensive record for selection and acquisition purposes. Third is access to cataloguing records, so that libraries could take advantage of the economies of using records centrally or co-operatively produced and fourth is a comprehensive record for retrospective searching. The fourth is a comprehensive record for retrospective searching. The four features are closely inter-linked". (7)

Cherns' Official publishing: an overview represents a mammoth task and will, for some time to come, be a basic reference tool of worth. (8) Mention is also made of Cherns' survey on availability and use of official publications intended as the basis for a report to the Unesco World Congress in 1982.* It included information about Caribbean official publishing since questionnaires were filled in by the major libraries in some of the countries. However, the questionnaire was designed for systems with a measure of organization. The systems in the countries under review actually exist at a lower level of development than that encompassed by this questionnaire which was basic to the collection of material for the purpose. Scrutiny of the relevant completed questionnaires indicated a number of gaps where responses were not supplied, apparently because the systems had not reached the level of sophistication demanded by the questions.

The problems identified in Nuttall's article relating to local government publications bear a sharp relationship to problems discovered by the present consultant in central government publishing. (9) He mentions the poor publication practices, the need for information retrieval services and a national central coordinating agency.

Haselhuhn, in his article, deals in particular with legislation for control and treats check-list systems, distribution, depository systems and something of the problems of bibliographical listings as applied to the United States at state level. (10)

A relevant article from which some parallels may be drawn is that written by William G. Phillips on the reform of the United States Government Printing Office by the passage of the National Publications Act of 1980 and the contingent creation of the National Publications Office as a modernised restructuring of the old GPO. (11) Although not necessarily comparable in terms of size and problematic details, it is true to say that if government printing offices in the Caribbean setting are to function effectively in the present technological and information producing age, if they are to take on the functions of modern publishing practices as distinct from printing, then some such reorganization with provision for better funding and management policies must be forthcoming. Alternatively, and this is a real possibility, some other agency must take on the publishing functions.

3.3 LOCAL MATERIAL

Finally, at local level, mention must be made of the two contributions by the Baxes. The Bax pair, husband and wife, have firstly written a document on the Public Sector Register (12) relating to Jamaica and produced the 1981/82 Register entitled: The Public Sector, 1981-82. (13) The former gives the background to the rationale, purpose and methodology for the compilation of the register and identifies, in addition to central government institutions such as ministries and departments, five other categories of government agencies: Statutory bodies

---* Availability and use of official publications in libraries. Prepared by Jack J. Cherns for the General Information Programme and UNISIST. Paris. Unesco, 1983. v, 140p. 30 cm (PGI-83/WS.30)

directly administered, Statutory bodies financed by grant, Public enterprises - majority holdings, Public enterprises - minority holdings and International institutions operating within the purview of the country's government. The University of the West Indies is not included. Basically, the public register is to serve for purposes of accountability, for as Bax and Bax say "A list of institutions is the necessary preliminary to the creation of accountability arrangements, for example, no one can ensure the due submission of accounts unless they first know who is supposed to submit them and to whom". (14) The preceding sentence is also relevant: "An accurate Public Sector Register would have a greater variety of other uses, both for administration and academic study". (15) One such use must surely be the bibliographic control of publications. In evidence, the Bax directory was used to mail the questionnaire relating to this study. About 15 were not mailed because of lack of identification of address while another 12 were returned as dead letters. One thing this points to is the need to keep the Register up to date and to include mailing addresses. At least some agency could maintain a current data bank to which reference could be made.

3.4 CITATIONS AND SERIALS

Some of the other publications and articles listed in the bibliography have themselves comprehensive bibliographies, for example the Margaret Lane Manual has well over 500 items. (16) The Cherns study is also well documented. (17) Two relevant serials are useful: the Government Publications Review which is now international in scope and Documents to the People (DttP). (18), (19)

3.5 APPLICATION

There is need for a detailed study of this documentation which, together with a greater indepth collection of data relating to all the Caribbean countries, could provide a scientific basis for the development of a theory for decision-making in respect of government publishing in this area. This detail was outside the scope of this study although it is believed that the level of investigation which was permitted has allowed for sound judgement and suggestions.

CHAPTER 4

4. ANALYSIS OF DATA

4.1 GENERAL COMMENT

The compilation and analysis of all the data collected was undertaken in Jamaica by the consultant with some assistance. No great difficulty was experienced in this task: it was relatively easy, if time consuming, to merge the data from each country. Differences appeared to be one of degree related to the size of the country. The larger, more developed countries appeared to be slightly more organized but overall the fundamental problems were the same. The following summary table (Table 1) gives information concerning the circulation of the questionnaires/interview instruments. In it, against each country and its population, is set out the quantities distributed and the returns achieved. Only the interview-related instruments achieved any degree of satisfactory returns. However, a pattern appeared to emerge from the material obtained.

Table 1: Summary of countries, size of populations, distribution and returns of questionnaires/interview instruments

Country	BVI	MONT.	ST.V.	ST. L.	T & T	JCA.	TOTAL
Population	12,034	12,073	100,427	101,064	1,081,550	2,060,300	
Instruments circulated:							
1. To Government Officials:							
- Circulated	3	5	3	3	8	5	27
- Completed	3	3	5	6	4	4	29
2. To Officers in charge of publishing activities:							
- *Circulated	33	70	56	22	50	207	438
- Returned	6	8	13	5	7	10	49
- Data sheets returned	11	13	3	3	12	16	158
3. To Officers in charge of libraries and documentation centres:							
- Circulated	3	5	10	7	34	200	259
- Returned	3	4	7	4	17	24	59
4. To Officers in charge of archives:							
- Circulated	1	1	1	1	1	1	6
- Completed	1	1	1	1	1	1	6
5. #User questionnaires:							
- Returned	20	58	92	134	151	166	621

* 3 Data sheets attached to each questionnaire circulated (more sheets were available from Contacts).

¶ Some data sheets carried more than one title.

Distributed in bulk from public libraries and other public service points.

4.2 OVERALL GOVERNMENT POLICIES

In looking at overall government policies, Table 2 gives an idea of the present situation in the six countries visited:

Table 2: Overall government policies regarding official publishing

	BVI	MNT.	ST. V.	ST. L.	T & T	JCA.
1. Stated Government Policy	No	No	No	No	No	No
2. Planned policy for regulation of programmes	No	No	No	No	No	No
3. Planned policy for bibliographical control	No	No	No	No	No	No
4. Legal deposit law	Yes	No	Yes	No	Yes	Yes
5. Legal deposit applied to government pubs.	Yes	n.a.	Yes	n.k.	Yes	Yes
6. Planned enforcement of legal deposit law	No	n.a.	n.k.	No	No	No
7. Planned updating of legal deposit law	No	No	No	Yes	n.k.	Yes
8. Formal listing of public documents	No	No	No	No	Yes	No

n.a. - not applicable

n.k. - not known

Interview instrument for government officials, questions 1, 4, 6, 8, 10, 11, 13, (Appendix II, 2.)

The information was gathered by talking to officials in the offices of the Prime Ministers and/or related Ministries such as Finance and Planning, the Government Information Units and the Government printing establishments. In many instances the answer recorded was a qualified one.

The consensus was that, in all six countries, there was no stated government policy which affected all publishing activities within government ministries, departments or other agencies. One respondent indicated that there was a policy regarding the free release of information but this did not affect the regulating of the "how" with which this study is concerned. There appeared to be very clear policies, made explicit by law, concerning the central official publications, namely the gazettes, laws and material issuing from the several parliamentary and judicial bodies such as the Hansards, Ministry papers, estimates of expenditure, etc. and court decisions.

A special mention needs to be made regarding the function of the government printing offices, one of which exists in some form in each country. There is an original policy, obviously instituted during colonial times, that all government publishing must be undertaken by this body. However with the acceleration of output, this regulation is more honoured in the breach than in the observation. It is doubtful if printing offices as presently constituted and equipped could really cope with the total printing needs of the governments. However the controlling laws mentioned above make these establishments responsible for the printing and publishing of the central official publications although, from time to time, some of the work, for example the Hansards, have been contracted out.

Although individual officers indicated that some thought was being given to this matter, there was no planned activity either to regulate government publishing programmes or to ensure bibliographical control of items. Where countries have begun planning national information systems, it is hoped that, in the process of identification and listing, some control will be achieved but there is no real concept of listing at source.

Four of the six countries have legal deposit laws, all of which date back to colonial times. All legal deposit laws affect government publications but there does not appear to be any effective machinery for enforcement. No respondent indicated that this was under consideration but in at least two countries, updating of the law was under active consideration and it is to be imagined that enforcement will be more dynamic when this is achieved. The CARICOM Secretariat has produced a model legal deposit law which it is promoting for local modification and enactment in member states. (20) But it is my opinion that the heavy legal reform programme still outstanding since most of the countries gained independence militates against the prioritization of attention to this particular law.

There is no official listing of current government publications except for lists produced by the Trinidad and Tobago government printing office and some gazetted lists of available publications.

Comments made by the responding government officials are listed below:

- Recognise the need for overall control
- Documents on all facets of life are scarce
- Research is difficult and insufficient
- Job of enhancing public awareness difficult
- No organization of publishing exists
- A narrow concept of what public documents constitute exists
- Production is limited by technical and financial difficulties. Limited copies often disappear and are thus unavailable to those who would benefit from the information contained therein.
- Government policy needs to be established
- Survey represents a new area of thought
- Needs more emphasis on offset methods
- Needs publishing expertise, use of more photographs
- Printing services should be better organised
- Would support a system like the one suggested, with Cabinet control and Prime Minister's office advising
- Recommends that the Government Printing Office be responsible for all the printing

- and selling of works emanating from the Statutory Bodies
- Suggests that Legal Deposit Law be enforced
- Encourage civil servants to write and publish; Ministers' speeches should be published
- Suggests staff member who can competently handle this type of work be assigned full-time
- Understands what the whole exercise is about
- The activity is long overdue. There is need for the proper handling of documentation. The study should be exciting.
- Laws and/or regulations governing the publication of annual reports and other public documents should be enforced. There is need for a complete list of published documents with appropriate bibliographical information.
- Important to have a better documented position

4.3 PUBLISHING ACTIVITIES

4.3.1 Response from government bodies

The following are the details of circulation and returns from the agencies to which questionnaires were sent:

Table 3: Response for Questionnaire on Publishing Activities

<u>COUNTRY</u>	<u>DISTRIBUTION</u>	<u>RESPONSE</u>	<u>DATA COLLECTION SHEETS COMPLETED</u>
BVI	33	6	11
MNT.	70	8	13
ST. V.	56	13	3
ST. L.	22	5	3
T & T	50	7	12
JCA.	207	10	16
Total:	438	49	*58

* Some data sheets carried more than 1 title.

Both the consultant and the contacts in each country attempted to obtain greater participation in the matter of these returns but without much success. Officers appeared to be extremely busy with their desks and could not find the time to complete questionnaires. Promises in some instances never materialized and it is to be regretted that a larger number were not returned. However, those that were filled in have given a pretty even picture of activities and it is unlikely that a complete survey would greatly change the picture presented. 16 (33%) of the responses indicated that responding institutions had each a policy regarding its publishing programme. 30 (61%) had no such policies while 3 (6%) gave no indication at all. For each country, the responses were as follows:

Table 4: Publishing policies

	BVI	MINT.	ST. V.	ST. L.	T & T	JCA.	TOTAL	%AGE
Publishing policy in existence	1	4	3	1	5	2	16	33
No publishing policy	4	4	10	3	1	8	30	61
No response	1	-	-	1	1	-	3	6
Total:	6	8	13	5	7	10	49	100

Questionnaire for officers in charge of publishing activities Question: 1 (Appendix II, 3.)

Both from the information supplied on the questionnaires and from discussions and observations, information was compiled about the types of publications fairly common to each country. The following list is not comprehensive but indicates the range:

Laws
Gazettes
Hansards (House debates)
Standards
Serials
Books
Booklets, leaflets, pamphlets, brochures

Reports: Technical, operational, administrative, legal
financial and trade, statistical, research.

Research papers
Textbooks
Syllabuses
Estimates
Catalogues
Manuals and handbooks
Directories and lists
Fact sheets
Broad sides and posters
Maps

These publications cover a wide range of subjects and it is interesting to note that the disciplines covered include a variety of areas in science and technology, the social sciences and humanities.

Regarding control of publishing activities, the following was the information supplied in respect of the different aspects of this subject.

A. Control of Overall Production

Five responses stated that publishing was controlled administratively, i.e. from the top of the institution, while 6 stated that it was controlled departmentally. A few said that printing was sent to the government printing office which had overall control of production. One said it was based on quality of product expected while another stated that objectives and action plans were drawn up to cover printing activities and relevant funding annually. One respondent was unable to ascertain how control of overall production was achieved.

B. Control of Quality

Here again a few responses indicated administrative or departmental control. Some items are produced internally under the direction of an officer in charge of publishing, others were prepared by professionals or specialists while others were subjected to high level inspection and supervision. A few depended on the printing firm. Sometimes this might be the government printing office. Many of the inputs just said proofreading and, to a lesser extent, editing. One respondent mentioned that sometimes this was inadequate. A few responses indicated that quality was achieved by tender, both for artistic work and printing. Choice of good paper was also given. On the negative side, finance was a big problem which restricted ideal production. The use of mimeographing was mentioned and a statement made that because this and photocopying were used in some instances, no real attempt was made at quality control.

C. Control of Quantities

Also controlled by administrative or departmental decision, this aspect appeared to be handled along rather simple lines. Market demand and estimates were two ways, the audience another; for example, circulation figures could determine the number produced. One respondent said quantities was based on assessment of previous printings, another depended on the mailing list. Available funds affect production to the point where amounts were really insufficient.

D. Production costs control

The size of budgetary provision appears to be the most telling constraint. Estimates are prepared in a few instances while in others, quotations are sought and/or jobs put out to tender. Working on the basis of cost per unit was another method of control. One respondent said that costing was not a consideration, another said there was no special system while a number stated that no cost was involved. Evidently when material is mimeographed, the cost involved is not recognized. A couple claimed that production had never been costed and one agency stated that it bargained with the printer.

E. Control of Sale Price

Some 21 responses indicated that materials were distributed free of charge or because of internal or special circulation were not priced. Pricing based on a combination

of overall production, materials, handling charges and postage was practised in some instances. Some items were arbitrarily priced, some depended on the number of sheets, number of pages and some on content. One organization marked up the price so as to break even with production costs, balanced in some instances with an attempt to provide a service. Sometimes the government printer was left to do the pricing while in one instance, the prices were set by the Cabinet Minister.

With reference to physical and bibliographical control the following Table sets out the data gathering in this respect.

Table 5: Physical and Bibliographical Control

		BVI	MONI.	ST. V.	ST. L.	T & T.	JCA.	TOTAL	%AGE
Master file of items maintained:	Yes	4	4	3	2	3	5	21	43
	No	2	4	10	3	2	4	25	51
	No resp.	-	-	-	-	2	1	3	6
	Total:	6	8	13	5	7	10	49	100
Comprehensive lists of publications maintained:	Yes	2	1	3	1	4	3	14	29
	No	4	7	10	4	2	5	32	65
	No resp.	-	-	-	-	1	2	3	6
	Total:	6	8	13	5	7	10	49	100
List of available publications issued:	Yes	2	1	1	1	3	2	10	20
	No	4	7	12	4	3	6	36	74
	No resp.	-	-	-	-	1	2	3	6
	Total:	6	8	13	5	7	10	49	100

Questionnaire for officers in charge of publishing activities, Question 11, 12, (Appendix II, 3.)

43% of the institutions responding maintained master files of items published. Just over half, namely 51% did not. There was a 6% no response. Only 29% maintained comprehensive listings of these while 65% did not. There was a 6% no response rate. 20% circulated lists of available publications while 74% did not. Again there was a 6% response. Normally, government printing offices tend to list sales items in the gazette. The Jamaican body does this. However, for retrieval, one must first know that this is done and also identify the issue or issues in which the list appears. Also, this is a rather restricted list, consisting of selected items and not even everything printed by such a body. The Trinidad and Tobago body also issues lists of printed items which it circulates to government bodies and libraries.

It had been hoped that between the completed publishing activities questionnaire and the data collection on actual publications for a year, some idea would have been forthcoming on publishing output. However returns were too small to warrant any reasonable statement as to quantities. One could turn to outside sources for figures, but it has been found that most published statistics in this respect are unreliable since on the one hand, no real bibliographical control is in place. On the other hand, variations in the interpretation of questionnaire requests have led to inconsistencies in the data supplied.

Table 6: Institutional practices in including bibliographical and other information on/in published items

EVI				MINT.				ST. V.				ST. L.				T & T				JCA.			
Y	N	S	NR	Y	N	S	NR	Y	N	S	NR	Y	N	S	NR	Y	N	S	NR	Y	N	S	NR

1. Bibliographic information on publications:-

- Identification	4	-	-	2	4	1	1	2	3	4	2	2	4	-	-	1	7	-	-	-	3	1	2	2
- Issuing agency	4	-	1	1	6	1	-	1	3	4	4	-	4	-	-	1	3	2	-	-	6	-	1	3
- Address	3	-	2	1	6	1	1	-	3	4	3	1	3	1	-	1	3	3	1	-	4	2	1	3
- Year of issue	3	1	1	1	6	1	-	1	6	-	-	7	3	-	1	1	8	-	1	-	3	1	1	3
- Serial/ID number	1	2	2	1	3	4	-	1	2	8	3	-	2	-	2	1	-	2	4	-	4	3	-	3

2. Content designation:

- Content	2	1	1	2	6	1	1	-	3	3	3	4	4	-	-	1	3	1	2	-	3	2	2	3
- Audience	-	3	-	3	2	4	2	-	1	3	3	4	-	1	2	2	2	3	2	-	-	6	-	4
- Distribution	1	2	-	3	2	3	3	-	2	7	1	3	-	1	2	2	2	3	1	1	-	6	-	4

Y - Yes
N - No
S - Sometimes
NR - No response

Questionnaire for officers in charge of publishing activities, Questions 16, 17 (Appendix II,3.)

It was ascertained that for the responding institutions, mailing lists were maintained as follows (Table 7):

Table 7: Mailing lists

Mailing lists maintained	BVI	MONT.	ST. V.	ST.L.	T&T	JCA.	TOTAL	PAGE
One for all publications	3	1	4	1	4	1	14	29
Several for different groups of publications	-	1	2	3	2	-	8	16
One for each publication	2	1	4	-	1	3	11	23
No mailing list	-	4	3	-	-	3	10	20
No response	1	1	-	1	-	-	6	12
Total:	6	8	13	5	3	10	10	100

Questionnaire for officers in charge of publishing activities, Question 18 (Appendix II, 3)

Questions were asked to ascertain whether or not answering institutions maintained libraries and if so the function of such libraries in relation to the publishing activities of the parent body. In Table 8, an analysis of the data collected in this respect is given:

Table 8: Libraries and their functions in responding institutions

	BVI	MONT.	ST.V.	ST.L.	T&T	JCA.	TOTAL
Libraries established	1	2	6	2	7	7	25
- Not established	5	6	6	3	-	2	22
- No response	-	-	1	-	-	1	2
Total	6	8	13	5	7	10	49
Library function vis-a-vis institutional publishing:							
- Responsible for Master File	1	1	1	1	2	2	8
- Maintains independent file	1	1	2	1	5	3	13
- Maintains comprehensive list of publications	-	1	2	1	4	1	9
- Issues lists of available publications	-	1	-	-	2	-	3
- Lends documents published institutionally	1	1	3	1	5	4	15
- Permits consultation of documents published institutionally	1	1	6	1	5	4	18
- No response	5	7	-	-	-	-	12

Questionnaire for officers in charge of publishing activities, Questions 14,15 (Appendix II, 3)

Institutions were asked to make general comments. These comments are collated and summarized below:

- All government documents should clearly indicate the following: name and address of issuing body, and date of publication.
- There is no systematic control or policy concerning the publication and circulation of documents. There is need for a system to be set up.
- All government documents should be in a central depository although individual departments could continue to circulate their own documents.
- There is need for a central or focal point for all publications.
- Items dealing with specific areas should be circulated to relevant departments or at least a listing of such publications, should be circulated.
- There is need for accommodation for storage and display.
- There should be better availability and circulation of documents.
- There are quite a lot of government documents, no copies of which are at the public library. Legislative steps should be taken to ensure at least the deposit of one copy each.
- Lack of staff hinders the better organization of published material.
- There is a lot of wastage and storage is a problem.
- Caribbean material is not being used in teaching.
- Would-be users are not aware of what is available. Library systems need to be organized to cope with this.
- Research material is available but this is not known.
- Government publishing should be centralized under one department.
- Improved mailing lists would enhance circulation.

More domestic comments were as follows:

- After an absence of 20 years in attempt was being made to publish annual reports starting in 1983. A statistical unit had been set up to collect data.
- There was need in more than one institution to increase the publication but there was a staffing problem.
- More than one institution recognized the need to organize its publications.

- One institution needed to identify a section which would be responsible for circulation and information on availability of publications.
- One institution bemoaned the absence of a properly organized library.

4.3.2 Data collection in respect of publications

This was the most disappointing part of the survey. At the same time, because of the detail required and the effort which would have been necessary to produce the information required, it was suspected that this might have happened. And persuasion was not strong enough to obtain a significant response.

In all, some 72 publications were identified and the activity surrounding their production, control, circulation and use described. The returns per item for each country is as follows:

BVI	11
MONT.	14
ST. V.	7
ST. L.	1
T&T	19
JCA.	20
	<u>72</u>

These publications can be identified as follows (Table 9):

Table 9: Description of items

	BVI	MONT.	ST.V.	ST. L.	T&T	JCA.	TOTAL
Monographs:							
Books	-	1	-	-	7	3	11
Booklets	1	1	3	1	2	1	9
Pamphlets/Leaflets	2	9	2	-	3	-	16
Periodicals (i.e. journals, serials, magazines)	6	2	1	-	6	13	28
Series	2	1	1	-	1	2	7
Maps	-	-	-	-	-	1	1
Total:	11	14	7	1	19	20	72

Data collection sheet for gathering information on titles published over 1981/82. Items description (Appendix II, 4.)

22

The information supplied in respect of actual publication is so uneven and sketchy that no useful purpose would be served in producing tabulated data. A discussion of some of the practices involved and the impressions received is all that is reasonable.

The method of production was evenly divided between mimeographing (using a wax stencil) and printing. Although some responses stated "offset" or "lithography" specifically, these were not distinguishable from letterpress in other instances. On several sheets no methods of production was given.

Some costs of production were very clearly stated, sometimes by unit prices, at other, in bulk quantities. It was apparently easier to give information when production was contracted out. One quotation was in Swiss francs. However both the agency and several others gave a figure without relating it to the relevant number of copies. A few responses indicated that cost was unknown while several others said there were no costs. One response stated "borne by government", while another said "borne by the Department".

The great majority of the items reported were free, hence no sale price was stated for these. Sale prices for other items ranged from 50c (Eastern Caribbean Currency) (about US 20c) for leaflets to Jca \$25.00 (about US \$14.00) for a book and also for a periodical service subscription. Quantities produced ranged from 30 to one case of 10,000. The average amount is about 800.

Most publications are not promoted in any way. A very few, mostly the saleable items are announced in press releases while a few are notified by circular letter and/or advertised in serials. The publications are mostly distributed by the issuing agency. Only one item was reported as distributed by the Government Printing Office. It could well be that the design of the data collection sheets was faulty, but it was not possible to glean the information sought from the responses in the section dealing with distribution. The first part of the relevant portion of the sheet was intended to elicit information on the free distribution of issues while the second part was intended to deal with sale copies. Only five items were deposited at the relevant national library. 27 copies ranging from 6 copies each to 1 copy were deposited at various ministries and departments. In two instances as many as 20 and 140 were deposited at a ministry and the House of Representatives respectively. Although in the former cases, some were entered under legal deposit, it is believed that the circumstance was merely by formal deposit arrangement. Although it was intended that gifts and free issues would be synonymous, most respondents treated them differently and hence little or no record was given as to how free distribution was achieved. A series of comments elsewhere included statements such as "circulated to users and among government departments"; "general public-free"; "distributed to public"; "distributed freely to the public"; "periodicals given away freely to interested parties". About 8 responses were so worded. A few others gave more precise ideas such as "free copies to special libraries"; "distributed to agricultural science teachers"; "90% to schools". 24 titles were listed as representing the more formal "gift" type of distribution; while 17 were listed as exchange items. Quantities of each title donated or exchanged varied from 10 to 1.

As many of the items are free, there was not a long list for the direct sales, that is, sales by the distributing agency which was almost invariably the issuing body. 17 titles were sold directly some in single copies, others in batches of 1 to 4. As many as 2,000 copies of a single item was said to have been disposed of in this manner. Other figures were 900, 244, 50-100 while in other instances the box was just checked, signifying that distribution did take place in this manner. There were 15 instances of direct distribution to institutions with

quantities ranging from 1 or 2 to 36: as many as 155 titles were distributed in this manner. Institutions were not cited except in two cases: one was "cabinet" and the other "major libraries in the country plus one overseas body". There was no incidence of sale copies being consigned anywhere, even to commercial concerns. Quantities might be left, for example, with schools for distribution but not apparently for storage and supply on demand. There were only fourteen instances of mailing lists being maintained.

The intended audience was divided more or less evenly between internal circulation, intra-government circulation and general circulation. A few publications went overseas to organizations with the same area of interest.

Most respondents were hazy about usage. A few were quite definite and gave reasonable lists of users, some including researchers in their list. For many, the relevant space was blank or with "unknown" or "good" inserted.

4.4 LIBRARY AND DOCUMENTATION SERVICES

The place where one may expect to get any document or to be told where to find it is in a library or a documentation centre. The importance of having materials so located cannot be over-estimated because it is here that one can have retrospective access to information the time the demand is manifest. An attempt was therefore made by questionnaire to ascertain the functions of such bodies vis-a-vis public documents in each country. The number of responses from each country is listed below:

BVI	3
MONT.	4
St. V.	7
St. L.	4
T&T	17
JCA.	24
	59

The first aspect investigated was the matter of acquisition and the data supplied in this respect is given in Table 10.

Table 10: Acquisition of public documents in libraries

	BVI	MONT.	ST. V.	ST. L.	T&T	JCA.	TOTAL
1. Method of acquisition:							
- Legal deposit	1	-	-	-	3	-	4
- Formal deposit	1	-	2	2	4	2	10
- Informal arrangement	1	3	3	1	7	10	25
- Purchase	-	-	1	1	9	15	26
- Free/Gift/Exchange	-	1	1	1	5	5	13
2. Success in obtaining documents:							
- 100%	-	2	1	-	-	3	6
- 75%	2	2	4	-	11	4	23
- 50%	-	-	2	-	4	5	11
- 25%	1	-	-	4	1	8	14
- 0%	-	-	-	-	-	-	-
- No response	-	-	-	-	1	4	5
Total:	3	4	7	4	17	24	59
3. Reasons for failure to obtain items:							
- Supplies exhausted	1	1	3	2	12	6	25
- High prices	-	-	1	1	-	2	4
- Deposit regulations not applicable	2	-	-	1	4	1	8
- Shortage of staff time	2	2	1	3	8	10	26
- No response from supplier	2	-	2	1	8	4	17
- Restricted/classified material	-	-	2	1	8	4	15
- Non-awareness of publication	-	-	1	1	-	8	10
- Users' needs not anticipated	-	-	-	-	-	2	2
- Irregularity of publication	-	-	-	-	1	-	1
- Source not evident	-	-	-	-	-	3	3

Interview instrument directed at officers in charge of libraries and documentation centres, Questions 1, 3, 4 (Appendix II, 5.)

Most libraries obtain their supplies by informal arrangement and by purchase. It was interesting to note that as many as 10 libraries had a formal arrangement for deposit outside of legal provision. Only 10% of the libraries were 100% successful in obtaining documents. 39% were successful 75% of the time, 19% were successful 50% of the time and 24% were successful 25% of the time. There was 8% no response. Note must be made that these successes/failures are related to sought items, not necessarily comprehensive collections. In the instances where the library was collecting comprehensively (e.g. national library, university library) the percentage of success was invariably not 100% but rather 50% and it is known that these libraries pursue personal contact policies to obtain even what they do manage to identify. The reasons given

for failure are interesting. The two reasons which had the highest scores were exhaustion of supplies (25 instances) and shortage of staff time (26 instances). It was confirmed in more than one conversation that this shortage of staff time really meant that staff did not have the time to chase up publications. Thus it would appear that some form of notification of publishing and better supply arrangements would help. Also there is an indication that institutions might need to assess the market in order to provide adequate numbers of copies, although of course the problem might be one of funding. The need for rationalization of overall publishing might solve this problem.

The incidence of acquisition of materials from regional and international agencies within countries and from other Caribbean countries is given in the next table (No. 11):

Table 11: Acquisition of public documents from regional and international bodies in the country and from other Caribbean countries

<u>Acquisition</u>	<u>BVI</u>	<u>MONT.</u>	<u>ST. V.</u>	<u>ST. L.</u>	<u>T&T</u>	<u>JCA.</u>	<u>TOTAL</u>
From regional and international agencies:							
- Yes	-	1	4	2	13	12	32
- No	3	1	1	-	-	4	9
- Sometimes	-	2	-	2	4	7	15
- No response	-	-	2	-	-	1	3
Total:	3	4	7	4	17	24	59
From other Caribbean countries:							
- Yes	1	-	3	2	13	6	25
- No	2	2	2	2	4	14	26
- No response	-	2	2	-	-	4	8
Total:	3	4	7	4	17	24	59

Interview instrument directed at officers in charge of libraries and documentation centres, Question 10, 12 (Appendix II, 5.)

These libraries obtained materials from these two sources in a variety of ways. From the regional and international organizations with offices in the region, there is very little incidence of purchase. Most items are gifts often supplied upon request or on an exchange basis. A few organizations will keep a library's name permanently on their mailing lists. It was difficult to provide figures as respondents included receipts from private organizations as well as parent bodies outside the region. In respect of Caribbean governments, their materials were supplied largely on a donation or exchange basis. Here again supply was often instigated by request. There were a few instances of purchase.

Concerning the organization and bibliographical control of materials in the category under reference, libraries were asked about the data supplied on the items, how they were channelled and listed. Table 12 gives the responses to these questions.

Table 12: Organization and bibliographical control of public documents in libraries

		UVI	MONT.	ST.V.	ST.L.	T&T	JCA	TOTALS
1. *Bibliographic data on items:								
- Complete data:	100%	3	-	1	1	3	3	11
	75%	-	-	1	1	3	3	8
	50%	-	2	1	-	1	1	5
	25%	-	-	1	-	4	3	8
- Partial data:	100%	-	-	-	-	-	-	0
	75%	-	2	1	-	3	2	8
	50%	-	1	1	2	1	6	11
	25%	-	-	-	3	3	6	6
- Little or no data:	100%	-	-	-	-	-	-	-
	75%	-	1	-	-	1	2	4
	50%	-	1	-	-	-	1	2
	25%	-	-	1	-	2	4	7
2. *Organization:								
- Classified		-	1	-	3	12	8	25
- Catalogued		1	1	-	2	12	8	24
- Indexed only		1	2	-	1	1	4	9
- Shelved by issuing organization		-	-	3	1	6	3	13
- Shelved in some other order	3	1	2	3	5	14	25	25
- Shelved with main stock		2	1	3	8	6	20	20
* More than one category checked.								
3. Existence of National Bibliography:								
- Yes		-	-	1	12	17	30	30
- No	3	3	4	3	1	3	17	17
- No response	-	1	3	-	4	4	12	12
Total:		3	4	7	4	17	24	59
4. Comprehensiveness of National/Regional Bibliography:								
- 100%		-	-	-	-	1	1	1
- 75%		-	-	-	1	6	3	10
- 50%		-	-	-	-	3	5	8
- 25%		-	-	-	-	-	-	-
- No response	3	4	7	3	8	15	40	40
Total:		3	4	7	4	17	24	59
5. Issuance of lists by library and documentation centres:								
- Yes	1	-	-	1	2	1	5	5
- No	2	4	4	3	14	18	45	45
- No response	-	-	3	-	1	5	9	9
Total:		3	4	7	4	17	24	59

Interview instruments directed at officers in charge of libraries and documentation centres, Questions 2, 5, 6, 7, 9 (Appendix II, 5.)

From the foregoing, it can be seen that although varied responses were given, public documents do not on the whole carry adequate bibliographical data. This was borne out by perusal of some 100 items which were collected during the survey. Although some items were very adequately identified, quite a number of them had no country, and/or no issuing agency, no date and at times no real quotable titles. It makes it very difficult for bibliographical control when this information is inadequate.

Libraries tend to treat these documents in a variety of ways. It is obvious that on the whole they do not receive the standard organization afforded the main collection. The 25 that were shelved "in some other order" than classified and/or by issuing organization were grouped in the West Indian collection, shelved in chronological order (*gazettes*), placed in pamphlet boxes or vertical files, in some alphabetical order and one response said due to lack of space they were not organized at all. While it is probable that a number of libraries do provide for these documents to be retrieved, it is obvious that better organization on the overall scene and a greater appreciation of their value and possible usefulness could enhance their recovery.

Respondents in countries where there is no national bibliography appear to be aware of this fact but a few did not appear to be aware of the situation in countries such as Trinidad and Tobago and Jamaica where they do exist. One respondent in one of the other countries did refer to the regional bibliography which is supposed to replace individual national bibliographies. This is the CARICOM Regional Bibliography, which is compiled from notification received from the smaller countries together with the published national bibliographies from the larger ones (See page 46). But since legal deposit is not enforced in any of the countries, it seems doubtful that either the national or the regional bibliographies could be 100% comprehensive. One should accept rather the responses from the libraries, in the two countries mentioned before, which are responsible for the compilation of national bibliographies. In one country two involved libraries gave 75% and 50% while in the other, the one involved library gave 50%.

Only 5 or 8% of the units responding issue lists of government publications. Unfortunately no attempt was made to ascertain if these lists were covering all possible areas or were sectoral; but from the identity of the 5 units responding positively, it is assumed that they are largely sectoral. These excluded the units which list public documents in the national bibliography as a matter of course.

In the matter of usage, an attempt was made to ascertain whether or not units responding kept records of usage of the categories which are the subject of this study. Only six units indicated that data was available but none of these supplied the requested information so an assessment cannot be made. The majority do not keep separate statistics and there were some non-responses.

Many of the units were however able to assess the use made of these materials in a general way and this information is given in Table 13:

Table 13: Consultation of public documents in libraries

	BVI	MONT	ST.V.	ST.L.	T&T	JCA	TOTAL	% AGE
<u>Government publications</u>								
- Frequently	-	1	1	-	10	5	17	29
- Average	1	1	2	1	3	9	17	29
- Infrequently	1	1	2	3	2	6	15	25
- No response	1	1	2	-	2	4	10	17
Total:	3	4	7	4	17	24	100	
<u>Publications from local offices of regional/international organizations</u>								
- Frequently	-	-	-	1	4	2	7	12
- Average	-	-	1	2	7	5	16	27
- Infrequently	1	2	2	1	4	8	18	30.5
- No response/not applicable	2	2	4	-	2	8	18	30.5
Total:	3	4	7	4	17	24	59	100
<u>Publications from other Caribbean Countries</u>								
- Frequently	-	-	-	-	2	1	3	5
- Average	-	-	1	-	7	2	10	17
- Infrequently	1	1	3	3	3	8	19	32
- Never	-	-	1	-	-	-	1	2
- No response/not applicable	2	3	2	1	5	13	26	44
Total:	3	4	7	4	17	24	59	100

Interview instrument directed at officers in charge of libraries and documentation centres
Question 16 (Appendix II,5.)

This table indicates the frequency or otherwise of use made of public documents in libraries. The results seem to suggest that a fair amount of consultation does take place but that

more usage could be obtained. It is believed that with greater public education and more comprehensive collections, even greater usage would result. A comment made in the user questionnaire by a respondent who "discovered" the rich store of public documents at his library is very significant and pertinent (See page 35).

The comments made in these responses were voluminous. This was to be expected since it was from this grouping that came the expression of disquiet about the availability of public documents which in turn triggered the provision for this study to be made.

There was a clear indication that librarians were worried by the lack of control in government publishing. They felt that the whole matter needed to be given attention and that libraries needed to be involved as outlet points for materials. Difficulties in tracing items and the situation where ignorance of existing documents led to unfilled queries were deplored. Several suggestions, many of which are incorporated in the proposals, were made. Some of the fuller and more telling comments are now quoted:

- Policy makers need to be sensitized to the cost benefits aspects of government publishing. In spite of one's low level of publishing, it is still difficult to trace documents at the time of optimum usefulness. Mechanisms for production, control and an intensive promotional programme should be put into motion with the close collaboration of producers, libraries and the users. Legal deposit laws are necessary. Appeal of public documents needs to be improved.
- More information needed on the availability of these kinds of material. Government agencies frequently do not realize the importance of these materials and they are often printed in very limited numbers and some agencies tend to feel that copies should not be sent to libraries.
- It would save time if correct and adequate bibliographic details were put on all government publications.
- Need for comprehensive list to alert librarians of what is available and at what time.
- If school libraries had some way of finding out what materials are available and where, it would be helpful.
- Circulation and availability of public documents are poor.
- I feel that the value of government documents as sources of useful information is yet to be fully realized. This would probably explain why not much effort is put into including sufficient bibliographic details for identification of a document.
- Materials should be produced by printing press in greater quantities and be available for longer periods from the government printing office. At worse, the GPO should never run out of the list of government publications available. A great deal of staff effort has to be made to acquire those publications which are produced other than by printing press and especially when the existence of such documents are first made public and are not available for purchase.

- It would be useful if public libraries were placed on the mailing lists of all government departments and all documents except secret ones despatched to them as a rule.
- The need to have an organized clearing house for government documents and readily accessible means of discovering what is available.

4.5 ARCHIVES

Each country surveyed was able to produce one complete response to the Archives interview instrument circulated. The provision of archival services in the countries was varied. In Jamaica, Trinidad and Tobago and St. Lucia, there were fairly well organized archives. Only in Jamaica was there a trained and experienced archivist. The Trinidad and Tobago archives was under the care of an acting archivist while the archives of St. Lucia had been handed over by ordinance to the Archeological and Historical Society to administer with the help of an Archive Committee. The Montserrat and St. Vincent archival material was being administered by the Public Libraries while that of the British Virgin Islands came under the Ministry of Natural Resources and Environment.

An endeavour was made to find out if public documents were to be found in the archival collections of each country, and if so, how they were handled and made available for use. In regard to acquisition, all six responses indicated that public documents were included in public records files which were received. Some material is received independent of the correspondence files. In addition, in Jamaica, material was obtained by donation, in Trinidad and Tobago by legal deposit, in St. Lucia by solicitation, in the British Virgin Islands by formal arrangement while because of the close relationship with the public libraries in Montserrat and St. Vincent, no further acquisition was undertaken.

All archival services keep public documents in sequence in the public records files but four countries maintain separate "printed archives" sections. Both Jamaica and St. Lucia redistribute duplicate material to other selected government institutions. In the matter of the organization of the "printed archives" sections, the following is pertinent:

Table 14: Organization of documents in "printed archives" collections

	BVI	MONT.	ST.V.	ST.L.	T&T	JCA.	TOTAL
Chronological files	X			X		X	3
Catalogued				X		X	2
Unorganized					X		1
Not applicable (do not acquire material outside public records)		X	X				2

Interview instrument for officers in charge of government archives, Question 6 (Appendix II,6.)

Thus, some services kept them in chronological order, no items were classified, two countries catalogued the material, one collection was unorganized.

The St. Lucia organizers regard the "printed archives" collection held as the Master file, especially as it is established by legal deposit. In the British Virgin Islands, Trinidad and Tobago and Jamaica, they are regarded as supporting other collections.

In so far as the archival collections based on public records are concerned, the material so acquired is subject to the same consultation facilities as are the rest of the material. This means in the case of Jamaica and Trinidad and Tobago and the British Virgin Islands, normal usage, in the case of St. Lucia, limited use is provided by appointment since organization is still in process. In the case of Montserrat and St. Vincent access is provided through the public library services which handle materials in the same way they do their own rare materials. Where there are separate archival services i.e. the four countries named in the sentence preceding the previous one, users may approach the collection by way of library service points. They are either referred to the archival services or photocopies obtained if appropriate. Original material is never lent except under very special circumstances either directly or through a library service point. In Trinidad and Tobago, this usage also applies to government departments.

In estimating the degree of usage, the following table gives the responses received:

Table 15: Degree of usage of "printed archives"

	BVI.	MNT.	ST.V.	ST.L.	T&T	JCA.	TOTAL
In Archival services:							
- Frequently						X	1
- Average					X		1
- Infrequently	X			X			2
- Not applicable		X	X				2
Through alternative outlets:							
- Infrequently			X		X	X	3
- Average		X					1
- Never				X			1
- No response	X						1

Interview instrument for officers in charge of government archives, Question 11 (Appendix II,6.)

Comments made on the questionnaires concerned with archives can be categorized as follows:

- Proper national archives are needed for both correspondence and printed archives in some countries.
- Distress was expressed at the state of archival material in some countries. Much was being lost through lack of control. Several unique items were being lost sometimes by fire and sometimes by the ravages of nature.
- The principle of preservation by the institution of archival services needed to be recognised by governments and funds provided for implementation.
- There was need for legal deposit to be enforced particularly where it applied to archival collections.
- There was need for record management expertise and therefore practices to be instituted.

The compilation of data show a variety of situations but essentially people do use this material in this particular environment, and therefore it is important that cognizance be taken of this source and provision made for its proper conservation, organisation and availability.

4.6 RESPONSES FROM USERS

The responses received from users were disappointing in some countries. However the material collected was very useful in giving an idea about actual reaction to government publishing. Responses by country were as follows:

BVI	20
MNT.	58
ST.V.	92
ST.L.	134
T&T	151
JCA.	<u>166</u>
Total:	621

Categories of users as to age and educational level were as set out below (Table 16):

Table 16: Age and education levels represented in user questionnaire responses.

	BVI	MDT.	ST.V.	ST.L.	T&T	JCA.	TOTAL	ZAGE
1. Age levels:								
- up to 25	4	9	29	94	32	100	278	44
- 26 - 50	16	38	43	25	86	32	240	38
- over 50	-	4	12	-	20	8	44	7
- No response	-	7	8	15	13	16	59	9
Total:	20	58	92	134	151	166	621	100
2. Education levels:								
- Primary	-	9	8	3	12	8	44	7
- Secondary	4	14	35	40	34	74	213	34
- Tertiary	16	29	45	86	96	70	326	53
- No response	-	6	4	5	9	14	38	6
Total:	20	58	92	134	151	166	621	100

User questionnaire, age and educational levels (Appendix II, 8.)

The age level up to 50 years constituted 82% of the answers and was almost evenly divided between the "25 and under" (44%) and the "26 - 50s" (38%). Educationally, the largest grouping was the tertiary level which accounted for 53% of the responses. It might be that the primary level and secondary level educated persons were not motivated to answer the questionnaire or it may be that this joint group have not really been exploiting this rich source of information. Alternatively, this material might just have not been made known to them hence the demonstrated lack of interest. Another explanation might well be that the joint group does not as a rule use literature to solve their problems. In all cases, however, it is true to say that there should be a need and that public education and better handling of public documents should pave the way to more use being made of them by all categories, in terms of age, of educational levels and in terms of occupation.

A large group of teachers and students answered questionnaires in St. Lucia. 60% of the responses from that country were teachers and 27% were students. For Jamaica, half of the respondents were students (50%) while for Trinidad and Tobago, 81% were persons other than students and teachers. A very full range of occupations in the middle and upper income categories were represented. The lower socio-economic group was however conspicuous by its absence except in isolated cases. An attempt was made to make the questionnaire simple enough for this group to handle and one wonders if indeed there was an educational barrier to its completion by this type of person. There is evidence that a fair proportion of public documents are aimed at this type of person and it would be a pity if this material is not of much value to the target group.

Data collected on the information needs, the access to and use of public documents is set out in Table 17.

Table 17: Data on information needs, access to and use of public documents by respondents

	BVI	MONT.	ST.V.	ST.L.	T&T	JCA.	TOTAL	%AGE
1. Information obtained from documents:								
- Occurrence: Yes	16	51	87	132	139	156	581	93.8
No	4	6	5	2	12	10	39	6
No response	-	1	-	-	-	-	1	.2
- Incidence:								
Very frequently	-	7	12	28	33	46	126	20
Frequently	4	13	10	37	41	58	163	26
Not often	8	23	51	50	55	48	235	38
Rarely	8	12	14	17	10	4	65	11
No response/not applicable	-	3	5	2	12	10	32	5
2. Source of document used:								
- from issuing agency	8	43	63	69	88	42	313	43
- from a library	20	11	40	102	85	140	398	54
- *other sources		5	4	10	-	-	19	3
3. Specific documents needed:								
- Occurrence: Yes	16	38	72	114	124	130	494	80
No	-	17	18	20	25	26	106	17
No response/not applicable	4	3	2	-	10	21	3	3
- Access to document:								
Everytime	-	10	10	9	6	8	43	7
Most of the time	4	8	36	39	62	75	234	38
Half of the time	12	9	14	34	39	31	139	22
Rarely	-	5	18	40	27	32	122	20
Never	-	1	4	3	3	10	21	3
No response/not applicable	4	5	10	9	14	10	62	10

- very frequently - once or more a week
 frequently - several times a month
 Not often - several times a year
 Rarely - once or less a year
 * Other sources - Friends, Companies, Political parties, Stores, Trade Unions,
 Post Offices, Government Printing Offices, Churches, Schools,
 Teachers, Homes, Work Places.

User questionnaire, Questions 1, 2, 3, 4 (Appendix II, 8.)

The total picture is that nearly all the respondents had obtained information from public documents. Although 20% required this once or more a week, many (26%) required information only several times a month. The largest group required information several times a year (38%) while the rest either required it once or less a year (11%) or made no response sometimes because they had responded "no" to the first question. Sources were divided almost equally between the issuing agency and the library. But the other possible sources generated a rather interesting list, demonstrating the places in which documents might be found. This accentuates the matter of distribution to a wide audience as distinct from the business of availability from possible agencies.

Some respondents (80%) went seeking specific documents and the data on the results of their search is also very interesting. Only 7% invariably found what they wanted everytime (one respondent looked for a specific document only once and was successful in locating it). 38% found what they were looking for most of the time. But the rest of the cases in this section are telling a story of non-availability or maybe lack of advertisement of sources as one respondent put this: "I think the survey is very interesting and on enquiring about it at the library I realized that quite a lot of public documents are available at the library for public use. I will now use the library more often".

Table 18 collates the data on purposes for which respondents consulted documents:

Table 18: Purpose for which public documents were consulted

	BVI	MDNT.	ST.V.	ST.L.	T&T	JCA.	TOTAL
Advisory Work	-	6	12	3	25	14	60
Civic Data	-	4	8	-	4	2	18
Debates	-	-	-	2	-	-	2
Decision-making	-	14	17	2	32	14	79
Event information	-	-	-	1	-	-	1
General information	12	12	42	41	35	26	168
Lectures	-	7	28	11	33	26	105
Personal interest	4	14	55	49	41	104	263
Preparation of Documents	2	9	15	7	29	8	70
Preparation of Publications/ Articles	2	6	12	3	-	-	23
Research	2	21	41	88	80	106	338
Social matters	-	3	10	16	13	24	66
Sport	-	1	4	2	1	20	28
Study assignments	-	14	25	87	31	108	265
Technical know-how	-	2	4	6	12	18	42
Almost everything	-	-	-	1	-	-	1

User questionnaire, Question 6 (Appendix II, 8.)

The responses showed a very wide range of purposes and demonstrated a number of different reasons why documents may be consulted. Some responses were more explicit than just identification of the purpose but these have been summarized above.

Quizzed on topics they thought ought to be supplied in public documents, a number of users responded with a substantial list, which is set out in Table 19:

Table 19: Possible topics for documents

	BVI	MINT.	ST.V.	ST.L.	T&T	JCA.
Agriculture	-	4	19	42	28	60
Building and Construction	-	-	-	5	-	-
Business	-	7	14	8	23	24
Civics	-	4	14	6	10	30
Current affairs	-	-	-	1	-	-
Culture and Politics	-	-	-	1	-	-
Customs and Taxes	-	20	42	27	29	30
Directory information, listings, manuals	-	1	7	6	7	2
Economics	-	-	-	1	-	-
Education	8	16	31	42	33	76
Employment	-	-	-	1	-	-
Financial matters	4	6	15	37	23	26
Health	-	9	19	33	18	48
Industry	-	5	15	23	22	32
Law	-	14	29	19	37	28
Local History	-	-	-	1	-	-
Meteorology	-	-	-	1	-	-
Migration	-	7	15	36	9	18
Policies	-	9	28	20	37	22
Science and Technology	-	-	-	-	-	6
Statistics	4	13	31	64	55	36
Tourism	-	-	-	1	-	-
Trade	-	-	-	5	-	-
All listed	-	-	-	1	-	-
No response	2	14	6	-	23	-

Users questionnaire, Question 7 (Appendix II, 8.)

Interests given were couched in more specific terms but the summary confirms that many people expect to receive information from their governments in printed form. For as small a sample as this (621 responses), the indications concerning interests cover a great area and it is believed that a proper random sample would have revealed even more. Naturally, it is possible that documents did in fact exist to meet the need but such documents were not available at the place and time they were required, nor was there any proper arrangement for seeking them out, or facilities for identifying them.

The invited comments made in the questionnaire were voluminous here also. The total input in this respect could form the subject of a separate paper. Two things were abundantly clear. One was that users were dissatisfied with the present arrangements in regard to government publishing, and the other was that there was woeful ignorance and lack of understanding concerning just about all aspects of the subject. This pointed to the great need for public education. Respondents asked for laws to be made available, for house debates to be accessible, for libraries to stock government publications and a host of other requests which one would think should not be necessary at this time since the prevailing position should be well known. Still there were many valid complaints and useful suggestions. The need for government to take a careful look at their publishing policies and activities was obvious. An attempt is made here following to categorise and summarise some of the comments received. It should be noted that in some cases over 50 responses had similar comments. Also a fair number of the comments originated in more than one country.

A. As regards the content of documents:

- publication fine and everything alright so far
- need to improve the quality of documents
- need to upgrade documents
- material not current; information outdated, particularly statistics; inadequate information in documents; information not relevant to the public.
- material too general, needs more detail; not comprehensive enough; should cover more topics
- coverage of topics: current events, laws, religious bodies, government plans; career/job opportunities; more statistics; feasibility studies
- wants committees to be set up to ensure validity of information contained in documents; documents need scrutiny before legislation.

B. As regards the printing of documents:

- Printing costs too high; a deterrent to publication
- Printing expensive
- GPO unable to cope with publication of documents
- Quality of printing should be improved
- Publishing needs incentive.

C. As regards the distribution of documents:

- Distribution is satisfactory
- there is room for improvement; need for better distribution, improved circulation, numbers limited
- need for central information office, depository, Ministry of Information as repository of data
- supply inadequate, more needed, greater quantities for sale or otherwise, problems in acquiring single copies.
- information on available publication to be sent to bookshops
- "Documents are mislaid"; GPO not aware of own publications.

D. As regards availability:

- All government documents readily available when needed
- public library usually has sought documents or can advise about source; statistics office has reasonable amount of information; Clerk of Council or issuing body can usually supply document
- poor availability; not easily available; difficult to find or obtain information
- documents slow in being issued, late, not prompt, not regular
- need easy/easier access to documents; to materials on agricultural research, legal matters, social and economic activity, to parliamentary papers, to gazettes
- need to be available at several outlets; in all public libraries, at a centralized outlet; in schools
- need for photocopying service
- vast amount of documents on business, industry, locked away - should be available for public use in libraries or some other public designated centre
- too many documents classified as confidential too often
- have to go to top officials for release of documents which are confidential and which should be easily available. Junior officers will not make decision.

E. As regards listing:

- Lists of government documents and data sources needed
- not enough information about documents
- poor services from issuing agencies
- more cooperation needed from suppliers of information.

F. As regards public awareness/education:

- documents important for public information
- documents of great help
- people tend to be unaware of the existence of government documents
- respondents were not aware of publication lists
- need for public awareness
- Government should publicise list of documents, particularly on law, tax customs for public awareness
- there should be promotion for use
- need to know about frequency of issue, means of obtaining documents.

G. As regards library and archive services:

- Staff at library very cooperative and helpful
- documents well kept
- a lot of public documents available at the library for public use
- library facilities poor and outdated; library facilities inadequate to deal with people's needs
- filing of documents confusing; need cataloguing system
- National archives need improvement
- each government department should have a library
- documents need to be issued on loan; loan periods need to be extended
- very limited information on library shelves
- public libraries should be supplied with adequate amount of all such documents regularly.

CHAPTER 5

5. FINDINGS, PROBLEMS AND SOLUTIONS

5.1 GENERAL COMMENT

From the data collected as analysed in the previous chapter and from discussions held with government officials, officers in charge of publishing activities and libraries, it appears reasonable to set down the following findings, to identify the stated problems associated with the production, control, circulation and use of public documents and to propose some solutions.

5.2 OVERALL GOVERNMENT POLICIES

There is largely no government stated policy concerning overall publishing activities by government bodies. There is implicit agreement that these bodies should communicate to, and encourage participation by the general public by the issuance of information in graphic form. Funding is provided directly and indirectly in a number of budgets for this purpose, and machinery is in force for this activity. However, it seems that it is left entirely to the several bodies to determine how a publishing programme might be carried out. And even within units of government, for example in departments, divisional or sectional publishing is unco-ordinated and uncontrolled. It is safe to say that no country could produce immediately a comprehensive statement as to who the producers of publications are or what they produce.

In the area of the central official publications such as laws, gazettes, house debates and reports, and court decisions and reports, there is normally legal provision for their issuance, the manner in which they are produced as well as the quantities and pricing. Another area which was found to be well organised was statistics since in most countries the statistical office was set up by law which detailed the functions and often include what are the responsibilities for disseminating the data collected.

It was not possible to ascertain every instance where a law or a directive made it compulsory for a body to publish some document, but it is fair to comment that, if the situation regarding compulsory annual reporting is any guide, it is evident that little or no overall machinery exists for control and insistence on observation of such provision. However, it was found that there is widespread activity among all the bodies that go to make up the public sector. Out of a total of 49 respondents, only 5 stated that they did no publishing. When one scrutinizes the areas covered by these 5 bodies, Provident fund, Customs and Excise, National resources and environment, Savings and Loan Banking and Animal protection, it is obvious that they should in fact be publishing. Some 29 bodies filled in data collection sheets for published items which amounted to 72 in all. This means on an average about 2.5 publications per body. It is felt that although several bodies do not publish, the range of items for those that do runs from 1 to about 10 per year. The extent of this publishing is not known and a first step should be to identify each body and to get it to report its publishing activities. Identification of bodies could be achieved by the compilation of a public sector register which could be an elaboration of the one produced by Bax and Bax for Jamaica and legal provisions which require each body to report its activities. (21) The manner of reporting will be suggested at a later stage in this study. However, it is important that a body be identified which will keep the register up to date. Because of the primary use to which such a register is put namely accounta-

bility, it is suggested that the controlling body be either in the Prime Minister's office or in the Ministry of Finance and Planning.

In attempting to organise government publishing, there is urgent need for governments to agree upon a satisfactory definition of public documents. There is the one which formed the basis of this study. Johanson has discussed the one drafted for international use while Gjerne lists a number in his work. (22,23) Something that is acceptable to all the governments in the Caribbean region is basic to any organisation of official publishing. This definition by means of inclusion and omission should clearly identify which items are being considered important for control.

At the same time, it is necessary to establish what is encompassed by the word "publication". Particularly in the Caribbean where publishing activities are largely unorganised, it is difficult to decide if a document has or has not been "published". With the use of in-house reproduction machinery especially the duplicating machine and the photocopier, a mass of materials circulate sometimes to a limited audience, at others to the public at large, and these constitute some of the non-conventional materials. Apart from the method of production, there is also the nature of the document, for example technical reports. Sometimes not more than 20 to 30 copies may be produced and the master copy gets tucked away in a correspondence file. These are the documents which turn up as public records in archival collections sometimes never having been consulted since their production, or at best having been consulted infrequently. There is often the position that no one knows where any of the other copies are and many times, persons are not even aware of the existence of the archival copies. Someone might recall that sometime, some report was written but its disposition is not remembered.

Thus, one must ask: Is non-confidential material, produced in six copies, a public document? Is material issued for use internally by a body an example of non-conventional material? Are governments in this respect to be concerned merely with "publications" or with "documents"? How useful are these materials as public documents? Should they be made more available than they are at present? These are questions that only individual governments can answer but it is hoped that they will be prepared to take time out to consider them and that they will be prepared to seek to come to a corporate regional decision about them.

It has been ascertained that most types of publications are produced by government bodies. A list of the kinds as identified appears on page 26 of the previous chapter. These cover a wide subject span which, as has been shown, could even be wider. The specific purposes which publications are intended to serve are also very varied and defy listing. What is necessary therefore is for a central agency to be established which will monitor the situation and promote the realization of whatever is the government's stated policy regarding official publishing. Such a body must contain publishing expertise as well as printing expertise and would offer services to government bodies at the same time that it collected data and rationalized publishing. It would seem that there are three alternatives to the establishment of such a body.

One would be to completely restructure the printing office to form a new service body with greatly expanded functions. Although printing offices are said to have responsibility at least for printing activity and it might at some stage have been edicted that all printing must be undertaken by the existing office in each country, this is no longer the case. There are probably three cogent reasons for this. One is the growth of publishing activities which has greatly outstripped the capabilities of the printing offices. Another reason is deficiencies in terms

of modernization in keeping with technological development as they affect current printing practices which would permit the type of product now sought by issuing bodies. The third and most relevant reason is that there has been concentration on the techniques of printing with little or no attention paid to the implementation of publishing techniques. All three short comings would need to be remedied especially the last if these offices were to assume a leadership role in publishing activities and provide direction and guidance which many of the government bodies would need and should have.

The second choice of organization would be to base this activity of supervision on the Government Information Service. In at least one country, this body was observed to be beginning rudimentarily to perform this function and it might be possible for it to organise such a full service. But a word of warning, there would be danger in selecting this modus operandi if the body tends to function as a partisan arm of the ruling party as has been the case in some countries. However, it should be stressed that for any information service to carry out this type of activity satisfactorily, it is essential that it enjoy complete independence, both operational and political.

The third choice would be to set up new independent body, most fittingly attached to the Prime Minister's Office and which would overview all publishing and the execution of production be it in the individual government bodies, the printing office or contracted elsewhere. The amount of work involved in correlating government publishing cannot be expected to be done merely as another task assigned to an existing office unless sufficient new posts are created and the required expert staff recruited.

5.3 PUBLISHING CONTROL

Control here does not signify restricting practices but the ability to be able to identify activity, to set up agreed standards and to streamline the progress of whatever is planned.

By a series of promotional and training activities as well as by expert advisory services and guidance, the suggested central agency would attempt to acquaint government bodies of the need for planned policies and programmes, record keeping and how such programmes might be effectively and efficiently carried out. The agency would work in close collaboration with libraries. Hopefully the need for reporting would be accepted and all bodies eventually would enter into a new relationship with each other, with libraries and with the information community at large.

Because of the diffuse nature of government bodies, some of which have a high degree of autonomy, there has to be a planned programme whereby the publications issued can be controlled. There are two useful paths which should be taken. One is the involvement and education of the issuers of publications so that they realise the importance of cooperation to the country at large and also the way in which the possibility of information retrieval affects their own interests. The other is to capitalise on the accountability required of them and to include in this the rendering of reports on their publishing programmes to the competent authorities as well as the provision of actual documents for deposit. Naturally when a legal deposit law is operative, it would be incumbent on all issuers of documents to meet the requirement of such a law.

Both Richard and Cherns write of the problems associated with what Richard calls "para-governmental organizations", and Cherns terms the "Quangos" (Quasi-Administrative Non-governmental Organizations). (24,25) But it is felt that whereas in Great Britain and elsewhere, the

sheer magnitude of the number and spread of such existing bodies and the whole governmental structure inhibits control, the problems should not exist in the Caribbean where a rather more intimate atmosphere exists and where public and private sectors to a degree develop under the goodwill of the government. At any rate, the ability to influence cooperation should be very great.

It is felt that apart from financial restrictions, by far the most influential factor affecting controls relating to production, quality, quantity, costs, sale pricing, availability etc., is non-awareness of concepts and practices. For example, one respondent felt that if mimeographing was used, no quality controls could be exercised. A knowledge of types of duplicating paper (e.g. coloured paper and paper of different weights - some are better for two-sided work than others), lay out, art work, black and white and colour reproduction, electronic stenocilling and the use of different folding designs can enhance a product and secure its attractiveness.

Much more knowledge needs to be imparted about production costs, even if funding is internally provided and if it is part of a large overall budget such as office expenses. Paper costs money, so does staff time to type and to run a duplicating machine. There is and must be a way to cost a publication issued and this ability is crucial to the viability of any publishing programme. Arbitrary decisions have been taken about pricing policies. A government must know if material is so important to its nationals that it must be circulated free regardless of cost or on the other hand if it is so valuable to the private sector that this sector would be willing to purchase it if it were priced. One person told me of an item which was circulated free of charge but which a private firm with very little additional editorial work was reproducing for sale as a profit-making concern. Sale prices need to be rationalized on a broad basis of the two extremes. A body with the expertise to do this would probably be worth its weight in gold. Also evident was the lack of record of quantities prepared, added to which one can hazard a guess that the quantities could not be related to the market demand. The quantities of some items appeared extremely small for what could possibly be the audience. It was no wonder then, if this is true of most publishing, that librarians stated that one of the most often recurring reasons for non-acquisition of items was "supply exhausted". If short supply is a financial problem then alternative provisions for lending and/or photocopying must be ensured, and copies for these purposes must be provided automatically before supplies are exhausted.

Issuing bodies need to assess and evaluate the impact of their individual publishing. Are copies reaching the intended target group? Have they reached a satisfactory proportion? "Are they available for newly identified interests?" Are they reaching the intended and also the possible audience? A tourist board was known to print maps by the thousands for distribution in the Americas, yet the school population was denied ownership of such or any map on a free basis. The promotion and techniques for this rationalization and index coordination could usefully be done by the recommended central agency.

In point of fact, there is a woeful lack of publishing expertise as distinct from printing expertise in the various government services. The few people that do have this facility are unable to exercise it to the full because of a number of restrictions. One is the matter of finance, another is heavy work loads in other, even if related, areas. It is important that recognition be given to the fact that publishing is not a matter of reproduction but that the art of publishing is in itself a wider discipline with printing forming but a small segment thereof.

Publishing activity can start even before a document is conceived. That is to say, a publisher may survey the field to identify what needs to be published and to initiate the preparation of a manuscript. A publisher's relationship to and knowledge of the market place is vital and can be made to ensure the most effective use of the final product. The whole matter of market analysis, editorial work, design and, after reproduction, promotional work, stocking and sales and/or free distribution is what goes into effective publishing. Unless the product is appropriate and reaches its audience, identified and potential, much of what goes into its preparation can be wasted. This is the most urgent need in government publishing in the countries visited. Attention is too largely placed merely on the business of "getting out the document" and not enough on what experience has taught the good publisher about how one can get the best returns for one's output, particularly in the area of the methodology of distribution and the related sufficiency of supplies. For example, mailing lists should not be static tools but should change dynamically with each issue of a publication. A definition of publishing taken from a quote in Cherns is appropriate here:

"Publishing means the whole process of selecting or commissioning material, editing it, and arranging for its printing through the Printing Products Centre, promotion and distribution or sale.

Publishing includes acceptance of all costs including financial risk, and of all literary, artistic and professional responsibility for a publication".(26)

For "the Printing Products Centre", one may read "a printing service".

The last pointer in this section is the matter of standards for bibliographical data imprinted on documents. Both issuing bodies and libraries told a story of incomplete identification of items. This means quite often that the minute the item leaves its issuing environment, it cannot be properly identified. Proper titling is extremely useful, the author is a valid search key, be it an individual or a corporate body actually preparing the document or in any way associated with the document, for example, sponsorship, the issuing and/or publishing body gives it authority and a source, i.e. an address makes it easier to trace to its origin and a date sets the content in context with the treatment of the topic - all important basic pieces of information which should be present on every single item, even if it is typed and/or photocopied. A very important consideration is the country's name on the document: there are so many "Ministries of Education" for example that it is impossible to tell sometimes from which country a document has been issued even if it has the generic name of an institution in it. The consultant collected specimen documents during the survey and although every attempt was made to keep them properly compartmentalized, there was the odd document for which no source could be traced when sorting time came.

It is in this regard, the matter of the type of bibliographical data which will enhance identification and retrieval, that it is recommended that the central agency work in close contact with the librarians as this, after all, is the business of this professional.

As a matter of fact, mention should be made here of the whole series of international and other standards which exist to support activity in the field of information handling, in particular publishing and printing with the associated information retrieval. The UNISIST guide to standards for information handling is a most important tool which should provide sources to guide decision-making in this area. (27) While all standards listed are important, of pertinent interest are the sections entitled "Intellectual preparation of documents", "Editing of docu-

ments", "Characteristics of publications" and "Bibliographic data on documents".

And finally as regards this section, reference must also be made to the general state of the publishing trade in the region. This is largely unorganised, with few if any outfits really operating in the fullest way as publishing houses. This has been identified in more than one survey and investigation as problematic since it inhibits the production of indigenous materials in sufficient quantities and reduces the effectiveness of the publishing process. It is felt by some that the market cannot support viable production in terms of costs, quantities and pricing. An industry of worth can only be achieved in the region if it is actively promoted officially by concerned bodies, not least of whom would be the government and recommendations have been made for Book Development Councils to be established and for Publishing Enterprises which will capitalize on existing intra-regional and possible outside markets.

All this is relevant to government publishing since it is believed that it has not flourished because of the climate in which it finds itself. Given a more auspicious environment in which to develop, there is no doubt that it would draw inspiration and example as well as practical pointers from a flourishing, or at any rate active and efficient publishing industry. Governments should in their own interests, as far as their publishing programmes are concerned, promote the development of worthwhile publishing industries throughout the Caribbean region.

5.4 BIBLIOGRAPHICAL CONTROL

There are two phases to this aspect. One is the matter of comprehensive listing of published items and the other is retrieval processes.

It has been stated before that it was evident from the returns that no comprehensive listing was undertaken either at source or at any other point in the distribution of materials. The literature indicates that the most successfully effective way for this to be achieved is by the check-list system. Each issuing agency must make a return in the form of a check-list periodically to some central body. In this case, it would be the agency suggested previously. It might be possible to divide issuing bodies into two or more groups depending on the volume of publishing and to require half yearly or quarterly returns from them accordingly. Nil returns should be required in order to maintain a pattern. A form could be designed for this reporting and thus could have the added benefit of ensuring that the information required was indeed printed on the item. Periodic comprehensive check-lists could then be issued and these would receive wide circulation not only in the home territories but across the Caribbean and elsewhere as interest is shown in them.

Supporting this, a master file of publications should be maintained at source. These two steps together would support the availability process and ensure the ability to know the total state of a country's publishing as well as the ability to produce any item if no other copy was available. Master copies would never leave the source body but they would be available for reproduction, should any copy be required elsewhere.

One way in which control may also be improved is by means of a numbering system. All items emanating from the public sector would carry a serial number by which it could be identified. This could be achieved by first of all having a country symbol (and here the international country codes laid down in ISO Standard 3166-1981 are recommended), (28) then an agency

number or symbol followed by a type of material symbol followed by a straight serial number for the item, to which a year would be added. A serial number could look something like this:

WVI/tin Ed./Tech Rep/26-1982

Sequences could start at the beginning of each calendar year. Coding would have to be standardized and controlled centrally.

At the stage of development at which the publishing activity is at the moment and because of the lack of knowledge about the details of this undertaking, the commencement of a numbering system is not recommended at the present time. It is not certain that the machinery exists to implement this and a badly administered system is worse than none at all.

It is suggested however, that every effort be made to commence the continuous use of International Standard Book Numbers (ISBNs) on all monographs and International Standard Serial Numbering (ISSNs) for all serials. CARICOM is now the Regional ISBN agency, and numbers may be obtained from that body. This practice would provide a major element with some form of numbering of a more general character. Later when the government central coordinating agency is in place and when some organization has been brought to official publishing, a working document could be prepared and a regional workshop held to decide on what could be adopted for technical and conference reports etc., that is, the more fugitive material which could usefully be identified by an official numbering system.

In addition to the master file, there should exist at least one comprehensive national collection of material stored for preservation and available for consultation. Obviously the place for this is in a national library. Such a library might serve other functions but its role as the preserver of the nation's cultural and intellectual heritage must be unquestioned. The best method of achieving the realization of such a collection is by the enactment of a legal deposit law. The CARICOM model law should be placed high in priority for the passage of a version modified to suit each individual country. However since all government bodies come under some form of central control, it should be possible by directive to ensure that immediate action in terms of formal if not legal deposit of documents is undertaken. It might well be that more than one collection needs to be built up, say in a university library, a central government library or in the reference section of the public library. The issuance of a comprehensive check list will facilitate attempts to collect materials from defaulters although this should not be necessary.

Countries which have not yet named a library to be or to function as the national library should undertake to put this service in place as early as possible and in all cases, to support the institution so named with the resources necessary to permit the activities which it should perform especially in this regard. The integration and coordination of all library services within the country should be the next step in order to create channels for the availability of all materials within the country.

For the users who would wish to possess copies and for the libraries who would like to stock items for use, the whole matter of distribution needs to be looked at carefully. Apart from the initial circulation of documents, the continued availability of these materials must be given consideration. This was indeed a very weak area as reported in the survey. The central publication agency ought to be able to come up with solutions for each circumstance. Publishing

bodies might find it useful to keep a stock and respond to requests. Stocks might be lodged at outlets such as the government printing office or at commercial sales agencies, which need not only be those engaged in bookselling. The idea of a clearing house has been mooted and CARICOM has indicated its willingness to set up such a service for the countries involved and this should be explored. Carroll Collins includes in the planned activities of the CARICOM Secretariat: "the establishment of a clearing house facility for the exchange of government documents". (29) This suggestion has received the support of the CARICOM Ministers of Government responsible for Information. Possibly the implementation could form one of the topics in the agenda for one of the proposed workshops (See proposals 6.2.4, 6.2.6, 6.2.7).

Greater availability of original material will greatly reduce the need to photocopy items and hence will lessen the incidents of copyright infringement. This ability to trace a document to source and arrangements for the filling of requests from this point will also operate in a positive direction. However where appropriate, copyright provisions should allow for essential photocopying regionally.

5.5 INFORMATION RETRIEVAL TOOLS

In order to facilitate use, it is necessary that a variety of information retrieval tools be built up. Some are already in existence but lack comprehensiveness in scope and coverage, in depth and in currency. Among these are the CARICOM Regional Bibliography, (30) the National bibliographies produced by Barbados, (31) Guyana, (32) Jamaica (33) and Trinidad and Tobago, (34) the CARISPLAN abstracts produced by the Caribbean Documentation Centre based in the ECLA Office for the Caribbean, Trinidad (35) and CARINDEX produced by the ACURIL Indexing Committee for the English-speaking Caribbean. (36) Some publications are also notified to regional data bases such as Agrinter and Devisis.

There have been several attempts at compiling retrospective finding tools. There have also been attempts at identifying these sources. Among these are Kenneth Ingram's work which goes back to pre-self-government times, (37) Yvonne Stephenson's work which sets out the problems of acquisition (38) while Barbara Commissiong and Shirley Espinet deal with the problems of indexing these materials. (39)

These are brought up to date by the work of Kirsti Nilsen which has a 1980 date (40) and the very up-to-date 1983 statement by Alvona Alleyne. (41) But in every case, two problems are made clear, one is the absence of comprehensiveness and the other, the presence of overlap and gaps in the coverage of tools provided. A bibliography fails the user if the one item which would be of value is not included. Comprehensiveness is ensured when the material is caught at source. The usefulness of the type of bibliographies which these writers describe lies in their subject and/or sectoral approach which should be backed up by comprehensive national listings providing finite identification and ultimately a document delivery service. Alan Moss discusses the matter of the existence and non-existence of such services. (42) Both librarians and users in the survey referred to inability to obtain documents as problematic and frustrating: materials known to exist cannot be located to fill a need. And sometimes even if a location is identified, the material must be in a usable condition and capable of being retrieved physically. Michael Chandler discusses some of the problems associated with this. (43) Obviously then, the publisher and printer must work with the information handlers, the librarians and the conservators, in order to ensure availability to the user at the required moment.

Much attention has been paid to the topic of this section both by the Seminar on the Acquisition of Latin American Library Materials (SALAM) and the Association of Caribbean University Research and Institutional Libraries (ACURIL). Nearly all of the foregoing articles appear in the proceedings of their annual conferences. But the essential point of control at source as the way to secure access does not receive the emphasis which is needed. "Chasing down" items is wasteful of staff time and at best does not add up to efficient service.

The suggested check list system will therefore be a first step towards achieving currency and comprehensiveness in scope and coverage. It will identify hopefully the fullest extent of publication at official levels and provide the guide necessary say for analyticals to be prepared by the indexing concerns. It will probably be arranged by body and then by class of material, but here again regional discussion could provide a model format for uniformity and hence ease of use. It will also create the facility for individual countries, which are not already doing so, to issue their own national bibliographies. This is a responsibility which should be exercised by countries and which could only improve the content of the Regional Bibliography. Hopefully this task will be undertaken by the National Library as soon as it is in place. This body should also begin the arduous task of compiling an authority file for names, not only of persons but of corporate bodies; i.e. institutions, organizations, etc. and provide appropriate references which will link related bodies and bodies which have changed their names. A start has been made with entries prepared by the country focal points associated with the CARISPLAN project for inputting into an institutional authority data base. The work however needs to be systematized and standardized within the countries. The reassigning of functions to Ministries for example creates problems in the continuity of publishing histories.

The check list system will also permit the compilation of subject bibliographies in the libraries and enhance the chances of users satisfying their needs for consulting materials, particularly if a national information system exists where there is provided access to materials which exists in any library in the country. And with the institution of a Caribbean information system, this has even greater implications.

5.6 CLASSIFIED MATERIAL

It was agreed that this report should not concern itself with the problems associated with material which has to be for reasons of security and confidentiality restricted in any way, and there are varying degrees by which restrictions might apply. Such material clearly is not considered to be public documents.

But in discussions, one aspect kept cropping up and a comment is made here simply because it addresses the type of material which although starting out as classified either could at some point be released to a wider if still restricted audience or no longer requires to be restricted at all. Sometimes even if it is releasable to a limited audience, the nature of its restriction inhibits consultation by a competent official or by a consultant who then does all the work over either because he does not have access to the document or he does not know it exists.

It would be a pity if, in this whole exercise, governments did not install the type of machinery which would easily, yet with due precaution, release what could at sometime become public documents. It has been found that there is a reluctance among civil servants and others except for the highest ranks to use their good judgements in matters such as this. Useful material can get buried or lost because a Minister or a Permanent Secretary has not said it can be

released, sometimes after many years, and no one else is willing to take what can be an obvious decision. The process of releasing such documentation is time consuming and sometimes given low priority especially when the document is no longer of vital concern as regards its original purpose. Busy officials have no time to spend going through dated files. But sometimes secondary usage, say of statistical data and other information, is not possible in other important circumstances because it is not available.

There are several methods for handling automatic declassification of materials with obvious confidential natures which have a limited time span. There is for example the release/review dating system and this could be initiated to free materials, the release of which no longer constitutes a risk. Sometimes all the information has already been made public but not in the collated form to be found in the document. At others, the entire document is not confidential but merely certain sections: these could be marked for editing and thus permit the release of the innocuous technical components. Another process is the listing of material and the type of audience which could view it so that at least its existence is known to information handlers and the material can be produced when appropriate.

When classified material is handled with foresight as to its ultimate status, at the time when its contents are being scrutinized, there is a better chance of a considered judgement being made and the safest possible categorization can be assigned.

5.7 UNIVERSITIES

The definition of the material under study explicitly excludes university publications. Therefore publishing within these institutions could not be studied as such in this work. However, something needs to be mentioned about the possible role of this category in relation to the topic of the study. The functions of the two main university systems in the countries concerned in this study are provided largely by government grant. Hence there is some degree of accountability and the publications emanating from the several campuses are in fact a part of the total product of public sector funds. These universities are not known to have bibliographical control policies as far as their own and certainly staff members' publications are concerned. The need for better access to these materials has been expressed. An instance is the opinion that research results from these community-oriented bodies are not reaching the main stream of activities which should benefit from this work. There is need for a study along similar lines to be directed at identifying the existing position and problems as well as proposing possible courses of action to complement those made in this study.

5.8 REGIONAL AND INTERNATIONAL BODIES

In several of the countries these bodies have established offices. Their presence occurs in two different ways. One is as a head office or some sort of sub-office of the main body, for example a regional office or a country representation of the parent body. The other is a project office established to service some scheme or schemes being carried out in the country or the region. The first named is less under the general purview of the government. The second is more often than not there at the will of the government and therefore has more of a reporting function in the tasks it carries out, including any publishing it might undertake. Usually the technical reports which this type of body produces first have to be approved by the government

before release and control can be maintained by this process. However, in every other case, every effort should be made to have all publications reported for inclusion in the comprehensive check list. In exchange for this cooperation, it might be well to offer the services of the publishing expertise which is to be provided to the government bodies. It is not believed that there would be any problems but the matter is merely one of organizing a system, which will in some instances have to depend on the cooperation of these bodies.

6. PROPOSED COURSE OF ACTION

The study has outlined many problems related to the publication, acquisition, storage, distribution and use of public documents in the countries examined. As it is very likely that similar situations prevail in most countries in the region, some orientation on an effective course of action is certainly desirable. On the basis of the diagnosis and of the many suggestions from the persons encountered in the course of conducting the study, it is possible to propose concrete courses of action. It is therefore proposed that:

6.1 At the national level:

6.1.1 An overall publishing policy is most desirable in most countries and directives should be issued which will ensure the execution of the policy by appropriate official bodies. This policy should start with the rationale behind putting information generated by government and its agencies in the public domain, and hence accessible to the populace at large. It should promise, if not guarantee the rights of citizens, that access to the vehicles conveying this material will be assured as far as is possible. This will lay the foundation for the proper organization of whatever material is or should be generated. The policy should permit the confidential or even secret handling of material, the general release of which would militate against the well-being of the country. Clear guidelines should be laid down about this. But growing out of such a condition would be the stated responsibility to install machinery for the accessibility of all the material which does not fall within the confines of this necessary restriction. The policy should be explicit in that public documents intended for general use must be so handled as to make them readily known and available to whoever would consult an item or items. It would follow that the methodology for proper publishing techniques and distribution as well as accessibility would have to be set up and monitored in order to implement this policy, the details of which are implicit in the roles of the suggested central co-ordinating publishing agency and the suggested library service system at national level supported by appropriate regional systems.

6.1.2 A central co-ordinating agency could usefully be established to monitor the publishing activities in government bodies, to implement the policy laid down and to offer expert advice and training in the field. Such an agency would need to contain a high degree of publishing expertise which could be utilized in all areas and aspects of official publishing. The responsibilities of this body could include:

- (a) The effective administration of the publishing policy.
- (b) The setting of standards for all aspects of government publishing.
- (c) The articulation of publishing programmes of individual government bodies.

- (d) The maintenance of a control record of government publishing by receiving check-lists from issuing bodies and the publication of a regular comprehensive check-list of government publications. Steps should be taken to ensure the submission of these check-lists (including nil returns) for all items which conform to an agreed definition of "documents" and/or "publications".
- (e) The coordination of all aspects of its work with the national library or information system, wherever and/or whenever such an institution exists. It is desirable that a library be authorised to perform the functions of a national library. This library should be immediately named under law to receive depository copies of publications. It should maintain a master file of national publications, issue a national bibliography, create name authority files and offer and/or promote indexing and abstracting services in respect of this literature, both retrospective and current.
- (f) The conducting of education and training programmes relevant to government publishing not only within government bodies but importantly in conjunction with any civil service training programme which might exist within the country.
- (g) The provision of advice and guidance to issuing bodies on their publishing programmes, in general and individual projects in particular.
- (h) The conduct of research in the whole area, such as market research, research on materials, evaluation, user surveys, optimum methodologies, etc.
- (i) The conducting of public education programmes in conjunction with librarians and other information handlers.
- (j) assisting with the enforcement of legal deposit in respect of public documents in conjunction with the competent authorities.
- (k) Liaison work with the government printing office and in the contracting out of printing, by the maintenance of printing services files both local and foreign.
- (l) The development of techniques to identify overlapping of programmes and gaps in output which would eventually lead to the rationalization of subject and item coverage and the commissioning of items for which there has been identified need.

6.1.3 As a matter of urgency, modern legal deposit laws enacted and machinery installed to enforce observation.

6.1.4 Librarians, especially National Librarians, should assist in the identification of appropriate existing standards and in designing others applicable to bibliographical control and publishing. In particular, attention should be paid to standards for bibliographical information contained on documents, format for check-list notifications and comprehensive check-lists which should be issued on a regular basis. The check-list methodology should be so designed as to permit automated production.

6.1.5 The adequate handling of documents which become part of the public records and later archival material should be ensured through the initiation of accepted record management and archive administration practices.

6.1.6 Specific courses on publishing including editorial work and the handling of publications in government bodies should be included in the curriculum of civil service training programmes.

6.1.7 Offices of regional and international organizations established within countries should be encouraged to have check-lists of their locally or regionally related documents submitted to governments.

6.1.8 Offices of regional and international organizations established within countries should be encouraged to deposit copies of their documents at the national library if a legal deposit law is not operative.

6.2 At the regional level (i.e. among the countries of the English-speaking Caribbean).

6.2.1 Common agreement should be sought on the scope of the terms: public documents, publications, and government body, in the context of the subject of this study.

6.2.2 Common standards for bibliographical data that must appear on any item issued, should be established as far as possible, this to include ISINs, ISSNs and any serial numbering which may be introduced, check-lists formats and any other relevant matter for which standards would enhance exchange of information.

6.2.3. Regional, bilateral and international aid should be sought to permit the holding of seminars and workshops for the purpose of arriving at regional agreements and for cooperative study and activity in the area of publishing.

6.2.4 The free flow of information between Caribbean countries should be fostered by whatever means possible. This especially relates to information generated within the region.

6.2.5 The Caribbean Documentation Centre of The Economic Commission for Latin America should receive as much support as possible for their work in identifying retrospective publications and in creating information retrieval tools in respect of these documents.

6.2.6 CARICOM should be given as much support as possible to implement the decision that a clearing house for the exchange of public documents be established. Particular attention should be paid to the need for microfilming facilities in this regard.

6.2.7 The comprehensive check-lists suggested at 6.1.2(d) should be distributed to CARICOM to facilitate selection of items for exchange. They should also be circulated to the other countries as an alerting device.

6.2.8 A regional institution should be designated or created in order to provide assistance particularly to the smaller countries in the matter of standards.

6.3 Concerning the presence of regional and international bodies within the countries.

6.3.1 Check-lists of documents produced locally or concerned with the countries or the region should be directed to the central agency to be established, or to some other body if it does not yet exist.

6.3.2 Master files of such documents should be maintained for permanent retention in the host countries.

6.3.3 Copies of locally-related documents should be deposited with the national library and/or any other named body especially if a legal deposit law is not yet operative.

6.4 Concerning international organizations and assistance programmes, funding/technical assistance could be provided for the following activities:

6.4.1 A regional workshop shortly after the release of this study aimed at full scale alerting of governments on this all important subject and to facilitate the beginning of dialogue as proposed in the previous sections of the chapter: the definitions and standards necessary could be worked out and possible policies formulated.

6.4.2 National and regional training seminars for officers responsible for the proposed central publication agency, for officers in charge of publishing activities in government bodies and for officers in charge of printing offices, provided in order to acquaint officers of the several roles they must play and some of the techniques and methodologies useful in their jobs.

6.4.3 Scholarships and travelling bursaries to train nationals in the several areas of expertise necessary: these funds could support formal education and training, attachments and observation tours. It is possible that some country or countries might co-sponsor one or more of the above activities on a bilateral basis.

6.4.4 Consultants to offer any of the variety of services that will be needed, especially the setting up of the central publication agency, the teaching of publishing techniques and the handling of publication programmes.

6.4.5 The compilation of National Public Sector Registers as well as the setting up of machinery by which they are to be kept current.

6.4.6 The revitalization of official printing services by the supply of consultants and modern equipment.

6.4.7 Support of the work of identifying retrospective publications and the creation of information retrieval tools for them.

CONCLUSION

7. It is my opinion that the area of government publishing in its entirety is one which has not yet received priority of treatment in this region. It is a region with newly developing autonomies. The metropolitan country which previously was in charge, had mechanisms in place, to an extent, to collect and control some of the essential publications. With the establishment of independence, nations have not been seriously concerned with maintaining control over this most vital storehouse nor to place such control high on the priority list.

For this reason, this study has had to deal with basics, with the essentialities of organizing government publishing and the resulting publications so that they are available as and when they need to be consulted. One cannot write about this environment in the same way that Eve Johansson writes about British publications with so many years of HMSO and the government publications journal. Although there are similarities of self-publishing institutions on the periphery of the main core of government agencies and materials which never come within the purview of what is accepted as the central publishing bodies, a great deal is different. Government printing offices do not function in the same way as HMSO, nor is there yet established an official publications listing journal. There are no current national bibliographies based on legal deposit that function to some significant extent. What has been necessary is to set the stage for recognition of the importance of control and to give some guidance as to how it might be achieved.

Also, the usefulness of the interchange of the knowledge contained in the publications cannot be over-emphasised. The models from sister territories are often more adoptable and yielding of more relevant results than those from countries which are more advanced or which have different traditions and are at different stages of development.

In countries which are not rich, and which are engaged in economic and social development, to lose costly information is to waste resources. Anything that exists which is not available for decision-making, reduces the strength of its creative purpose. Most significant is the fact that although persons do assimilate material through general interest, a document is often only "used" in the true sense of the word, when the need for it exists. An agricultural fertilizing pamphlet is not appreciated until planting has started or is about to start and if it is not available at that precise moment, it has failed to serve this particular purpose for which it is intended. If a technical report is not known or available at the moment funds are in hand for implementation, they are either redirected or used to provide another report with the resultant wastage of effort. In every way the proper husbanding of official publications must be an essential complementary activity to their production. And this husbanding goes beyond immediate circulation and dispersal. It ensures copies at points where they can be knowingly consulted; it means that tools are created for easy retrieval and at best, or at least, it provides a back-up copy, in a Master file, which can be reproduced to fill a need.

It is important to note the role which official publication plays in a developing region such as the one under reference. There are many undertakings which, left to private and personal enterprise in more developed countries, have to be especially fostered and actually provided in these countries. Human resource education and training for example is one area. The provision of indigenous information through public funding is another. The general publishing industry is largely unorganized and small markets militate against the viability of commercial programmes. It therefore has to be the business of the government to fill the gap with its own dissemination of information through publishing channels. In the building up of the several nations, it is a part of the essential infrastructure which is put in place to secure socio-economic growth. The material produced by government and its agencies covers most facets of the life of the people and is or should be used in planning, for educational purposes, towards social, economic and cultural advancement. Although neither the volume nor the sophistication of government publishing activity in the region compares with that of developed countries, the proportion of this to non-government sources is much greater. This is borne out by the absence of any flourishing publishing houses.

But the responsibility which governments assume in this regard is greatly negated when the products do not have the same accessibility which commercial items would have in environments which promote this type of activity. It is essential therefore that the usefulness of government industry in the area of publishing be fully exploited and that the intended audience benefits to the fullest degree.

In another dimension, the totality of government publishing represents something of the record of a country's official activity and hence should be preserved for consultation when histories are being researched and written. Apart from the informational content, the possibility of scientific bibliometric assessment of progress should not be ignored. As is reported in "Panel on government publications", a participant made the comment "Furthermore, government documents are an important source for the economic, social, political and cultural history of a country". (44) Any gaps will make this record less than perfect and decrease the usefulness of the material for this purpose.

If governments are to capitalize on expenditure incurred on publishing and to optimise the total input in this endeavour, then it behoves them to look seriously at the whole process to ensure the best management techniques are employed and that the best value is received on the part of the country at large for the output it has had to make.

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Addendum

Availability and use of Official Publications in Libraries.
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LIST OF CO-OPERATING PERSONSA. PERSONS INTERVIEWED:GOVERNMENT AND OTHER OFFICIALSBritish Virgin Islands

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Mr. John Wilson
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B. CONTACTS in each country

British Virgin Islands

Mrs. Bernadine Spence
Acting Librarian, Public Library

Montserrat

Miss Jane Grell (Joint contact)
Principal Librarian, Public Library

Miss Ruth Allen (Joint contact)
Schools Librarian, Public Library

St. Vincent

Mrs. Lorna Small
Librarian, Free Public Library

assisted by:

Mrs. Pearl Herbert
Deputy Librarian, Free Public Library

St. Lucia

Mrs. Paula Williams
Acting Librarian, Public Library

assisted by:

Mrs. Janet Lynch-Forde
Librarian/Tutor, Morne Educational Complex

Trinidad & Tobago

Mrs. Lynette Hutchinson
Director of Library Services, Ministry of Education

assisted by:

Miss Ursula Raymond
Deputy Director of Library Services, Ministry of Education

Mrs. Joan Roberts
Head
West Indian Reference Section, Central Library of Trinidad and Tobago

Miss Denise Stevenson
Librarian
West Indian Reference Section, Central Library of Trinidad and Tobago

Jamaica

Mrs. Sheila Leppert
Executive Secretary
National Council on Libraries, Archives and Documentation Services.

C. CONTRACT ASSISTANTS

(Preparation of multiple copies of instruments, collating data, and proofreading)

Mrs. Elizabeth Dolan
Assistant Professor
School of Library and Information Science, University of Western
Ontario
Visiting Lecturer
Department of Library Studies, University of the West Indies

Miss Frid Douglas
Research Fellow
Department of Obstetrics and Gynaecology, University of the West Indies

Miss Katie Mingo
Lecturer
Department of Library Studies, University of the West Indies

Mr. Glenworth Richards
Natural Science Student, University of the West Indies

D. TYPISTS

Mrs. Nanah Harding
Mrs. Dawn Muir
Miss Arnette Bent
Miss Ingrid Brown

Covering lettersandQuestionnaires/Interview Instruments

1. Covering letter for Items 2 - 6.
2. Interview instrument for government officials
3. Questionnaire for officers in charge of publishing activities
4. Data collection sheet for gathering information on titles published over 1981/82
5. Interview instrument directed at officers in charge of libraries and documentation centres
6. Interview instrument for officers in charge of government archives
7. Covering letter for user questionnaire
8. User questionnaire

UNIVERSITY OF THE WEST INDIES
DEPARTMENT OF LIBRARY STUDIESP.O. Box 181
Kingston, 7, JAMAICA

2nd August, 1982

Dear Sir/Madam,

Subject: Study on the production, availability
and use of public documents in some
English-speaking Caribbean countries

This comes to you as a cover for a questionnaire/ interview instrument being administered in connection with a survey of government publishing which I have been asked to undertake by UNESCO. The survey is to concern itself with the production, control, circulation and use of government documents. Six countries have been selected for the pilot project. These are the British Virgin Islands, Jamaica, Montserrat, St. Lucia, St. Vincent and Trinidad and Tobago. I would be most grateful to have your co-operation in completing the questionnaire/ instrument. Please note the statement at the end of the form as to how it is to be dealt with when you have finished filling the details as far as you are able.

It has been recognised that the processes by which public documents issued by governments, government-related agencies and regional and international bodies in countries are made available to the public at large should be examined. This is with a view to ascertaining their ready accessibility especially as many such documents are useful sources of information, at times crucial to the development of a nation. At a recent Consultation (May, 1980), on the co-ordinated development of National Information Systems and which was conducted by Unesco, that body was asked to consider sponsoring a survey.

There was a time when publications could be identified basically by the way they were produced, i.e. by a printing machine. However, this is no longer the case, as many items are produced by duplicating processes or even by multiple photocopies. It is therefore necessary to define what is meant by a document or publication. It is also necessary to establish the scope of the term 'government' which will be used throughout the project to describe the combined producers of documents.

An edited text of a definition which appeared elsewhere is given below:

"Public documents" includes any book, booklet, magazine or periodical, pamphlet, leaflet, sheet, card, or other published item produced by printing press, multilith, multigraph, mimeograph or any

P.T.O.

other multiple duplication means by an official, department, division, bureau, board, commission, corporation or other agency of government, except publications of the government-controlled universities, directives for internal administration, intra-office and inter-office publications and forms.

Thus it is that the materials with which the survey will be concerned include such items as the Hansards and other public parliamentary papers, laws and judicial reports, official gazettes, rules and regulations, handbooks, serials, and also material such as is published by agricultural departments (e.g. extension bulletins), scientific research agencies and the like. Some of these items may be research, technical, planning or statistical reports, reports of committees and conferences, etc.

In brief, public documents include all published items produced by an agency of government except publications of the government-controlled universities and internal issuances and forms.

I hope that the foregoing will help you to commence the completion of the attached questionnaire/ interview instrument, the analysis of which will be the first phase in the project. My report to UNESCO will be formally issued and I am sure that you will have access to it in due course as your government will receive copies. You will be notified when this has been done.

You will see that there is a contact in your country. This person will be responsible for the distribution and collection of these questionnaires/ interview instruments. As Researcher, I shall be visiting your country sometime in August or September, at which time you could obtain any clarification which you may need for the final completion of the questionnaire if this is your concern. Alternatively, I will administer the interview instrument which will permit discussion and elaboration if necessary. It was thought however, that you should have the questionnaire/interview instrument well in advance so that you could collect data and fill in the more straightforward parts.

May I stress again that we consider your participation essential in order to obtain valuable results. I thank you in advance for your collaboration and I am looking forward to visiting your country and hopefully meeting you at that time.

DAPHNE DOUGLAS
Senior Lecturer,
Department of Library Studies,
University of the West Indies.
RESEARCHER.

CONTACT IN YOUR COUNTRY:

.....
.....

English-speaking Caribbean

Interview Instrument
(for Government Officials)

Country:.....

Name:.....

Title/Position:.....

Institution:.....

1. Is there a stated government policy regarding official publishing?

Yes:.....No:.....

2. If yes, please give the essential elements briefly:

.....
.....
.....
.....
.....

3. Please attach any relevant documentation.
(e.g. Gazette notifications, written policy statements, directives)

4. If no, are there any indications that government is seriously considering the adoption of a policy for:

(a) for the control of publishing programmes: Yes:....No:....
(b) for bibliographical control of government publications?
Yes:.....No:.....

5. If yes, what are the proposals for:

4(a):.....
.....
.....
.....

P.T.O.

- 4(b):.....

 6. Is there a legal deposit law or a law that functions
 as one? Yes:.....No:.....
 7. If yes, please give the citation:.....

 8. Does the law apply to government publishing? Yes:....No:.....
 9. Is this law enforced? Yes:.....No:.....
 10. If no, is government seriously considering taking steps
 to install machinery to ensure maximum legal deposit?
 Yes:.....No:.....
 11. Is government seriously considering the passing of a
 relevant up-to-date law? Yes:.....No:.....
 12. Please indicate which type of control is exercised by
 government concerning its own publishing activities:
 Control of production? Yes:.....No:.....
 If yes, give details:.....

 Control of number of copies? Yes:.....No:.....
 If yes, give details:.....

 Control of production costs? Yes:.....No:.....
 If yes, give details:.....

Control of sale prices? Yes:.....No:.....

If yes, give details:.....

.....

.....

Control of paper used? Yes:.....No:.....

If yes, give details:.....

.....

.....

Control of printing? Yes:.....No:.....

If yes, give details:.....

.....

.....

Control of quality? Yes:.....No:.....

If yes, give details:.....

.....

.....

Other controls? Yes:.....No:.....

If yes, give details:.....

.....

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13. Are government publications formally listed in any way?

Yes:..... No:.....

14. If yes, please supply specimens of these lists.

P.T.O.

15. Please attach a list of government ministries, departments, and agencies which issue publications. Alternatively, if such lists are already in existence, please attach copies.
16. Is there any comment you would like to make regarding the production, control, circulation and use of government documents as covered by this project?

.....
.....
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.....

PLEASE RETAIN THIS INTERVIEW INSTRUMENT UNTIL THE RESEARCHER
VISITS YOU.

PUBLIC DOCUMENTS AND NON-CONVENTIONAL MATERIALS
FACT-FINDING MISSION

English-speaking Caribbean

Questionnaire
(for officers in charge of publishing activities in institutions)

Country:.....

Institution:.....

Address:.....

.....Telephone No:.....

Name of Officer:.....

1. Does your institution have a publication policy?

Yes:.....No:.....

2. If yes, please give the essential elements briefly:

.....

.....

.....

.....

.....

.....

3. Please attach any relevant documentation
(e.g. written policy statement, directive)4. What categories of publications do you issue?
(e.g. Laws, standards, serials, technical reports)

.....

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.....

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.....

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P.T.O.

5. What general subject areas do your publications cover?
.....
.....
.....
.....
.....
.....
6. How is the overall production of publications controlled?
.....
.....
.....
7. How is the quality of the production controlled?
.....
.....
.....
8. How are number of copies produced controlled?
.....
.....
.....
9. How is the cost of production controlled?
.....
.....
.....
10. How is the sale price of the publications fixed?
.....
.....
.....

11. Does your organization keep:
 - a) A master file of all publications: Yes:.....No:.....
 - b) A comprehensive list of all publications?
Yes:.....No:.....
12. Does your organization issue a list of available publications? Yes:.....No:.....
13. If yes, what is its circulation?
14. Does your organization maintain a library? Yes:.....No:.....
15. What is the function of the library in regard to the positive answers given at 11. and 12.:
 - a) Is it responsible for the master file? Yes:.....No:.....
 - b) Does it keep a separate file: Yes:.....No:.....
 - c) Does it maintain the comprehensive list? Yes:.....No:.....
 - d) Does it keep a separate comprehensive list? Yes:.....No:.....
 - e) Is it responsible for issuing the list of available publications? Yes:.....No:.....
 - f) Does it make publications available:
for loan? Yes:.....No:.....
for consultation? Yes:.....No:.....
 - g) Are there any other functions as regards in-house publications?
.....
.....
.....
16. Do the publications systematically carry:
 - a) Identification as a unique item
e.g. title and author if appropriate?
Yes:.....No:.....Sometimes:.....
 - b) Issuing agency? Yes:.....No:.....Sometimes:.....
 - c) Address of issuing agency?
Yes:.....No:.....Sometimes:.....
 - d) Year of issue? Yes:.....No:.....Sometimes:.....
 - e) Serial or identification numbers? Yes:.....No:.....Sometimes:.....

P.T.O.

17. Is there any system for indicating the following:

- a) The content? Yes:.....No:.....Sometimes:.....
If yes or sometimes, give details:.....
.....
.....
- b) The audience: Yes:.....No:.....Sometimes:.....
If yes or sometimes, give details:.....
.....
.....
- c) The distribution: Yes:.....No:.....Sometimes:.....
If yes or sometimes, give details:.....
.....
.....

18. Do mailing lists exist -

- a) One for all publications:.....
- b) Several for different groups:.....
- c) One for each publication:.....
- d) No mailing list at all:.....

19. Is there any general comment you would like to make concerning the production, control, circulation and use of government documents as covered by this project?

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PLEASE RETURN THIS QUESTIONNAIRE TO THE CONTACT NAMED IN
THE COVERING LETTER.

UNIVERSITY OF THE WEST INDIES
DEPARTMENT OF LIBRARY STUDIES

2 August 1982

NOTE for Officers in charge of Publishing Activities in Institutions

It would be greatly appreciated if, in addition to the questionnaire, you would have the attached data collection sheets completed in respect of publications issued by your organization during 1981/82. 3 copies are attached. You are asked kindly either to photocopy extra copies if required or to obtain additional copies from the Contact in your country.

Thank you very much for your co-operation.

PUBLIC DOCUMENTS AND NON-CONVENTIONAL MATERIALS
FACT-FINDING MISSION

English-speaking Caribbean

Data collection on publications
(Identification of items and/or series)

To be completed by Officers in charge of publishing activities.

Country:.....

Institution:.....

Address:.....

..... Telephone No:.....

Name of Officer:.....

Title:.....

LISTING OF PUBLICATIONS 1981-1982
(by single item or by series)

Item description:

Monograph - Book	
- Pamphlet/leaflet	
Periodicals	
Series	
Other (please state)	
	
	

Title.....

Author:.....

Subject:.....

Year of publication:.....
(Or first year of publication for periodical or series)

Method of production:.....

Cost of production:.....

Sale price:

in quantities:.....per.....copies

single copies:.....

Quantities produced:.....

P.T.O.

Promotional activities (for sales):.....

.....

Distribution agency:.....

Distribution -

Legal deposit:.....copies to.....

Formal authorised deposit:.....copies to.....

Gifts:.....copies to.....

Exchanges:.....copies to.....

.....

Direct sales -

To individuals:.....

Range of quantities supplied: From.....
to.....copies each

To institutions:.....

Range of quantities supplied: From.....
to.....copies each

Sale copies -

Government Printing Office:.....

Other government agencies -

.....copies to

.....copies to

.....copies to

Commercial bookshop-

.....copies to

.....copies to

.....copies to

Overseas agencies -

.....copies to

.....copies to

.....copies to

Other distribution (state) -

.....
.....
.....

Mailing list maintained:.....

Audience -

Internal:.....

.....

Intra-governmental:.....

.....

External:.....

Known usage:.....

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PLEASE RETURN ALL DATA COLLECTION SHEETS TO THE CONTACT
NAMED IN THE COVERING LETTER.

PUBLIC DOCUMENTS AND NON-CONVENTIONAL MATERIALS
FACT-FINDING MISSION

English-speaking Caribbean

Interview instrument
(for chiefs of libraries and documentation centres)

Country:.....

Institution:.....

Library:.....

Address:.....

.....Telephone No:.....

Name of Librarian/Documentalist:.....

Title:.....

1. How are public documents issued in your country acquired
by your library -

a) Legal deposit:.....since 19.....

b) Formal deposit:.....since 19.....
(not by law but possibly by directive)

c) Informal arrangement:.....since 19.....

d) Purchase:.....

e) Other (please specify).....

.....

.....

2. Indicate the extent to which documents carry adequate
information (i.e. sufficient data for cataloguing and
identification):

Complete
data

Partial
data

Little or no
data

100%

75%

50%

25%

P.T.O.

3. How successful have you been in obtaining government documents?

100%
75%
50%
25%
0%

4. What are some of the reasons for failure to obtain items?

Supplies exhausted:.....
High prices:.....
Deposit regulations not applied:.....
Lack of staff time to pursue acquisition:.....
Lack of response from supplier:.....
Restricted/classified material:.....
Other (please state):.....
.....
.....
.....

5. Is there a national bibliography: Yes:.....No:.....

6. If yes, how comprehensive is it?

100%.....75%.....50%.....25%.....

7. Does your library/documentation centre issue any lists for government documents? Yes:.....No:.....

8. If yes, please attach specimens.

9. Indicate how government documents are organised in your library:

a) Classified:.....
b) Fully catalogued:.....
c) Indexed only:.....
d) Shelved by issuing organisation:.....
e) Shelved in some other order:.....
f) Shelved with the main stock:.....
g) Other (please state):.....

10. Does your library/documentation centre acquire documents issued by regional and/or international organizations in your country? Yes:.....No:.....Sometimes:.....
11. If yes or sometimes, please indicate how items are acquired from the different bodies.
- Name of organization:.....
- Acquisition method:.....
-
- Name of organization:.....
- Acquisition method:.....
-
- Name of organization:.....
- Acquisition Method:.....
-
- Name of organization:.....
- Acquisition method:.....
-
12. Does your library/documentation centre acquire documents from other English-speaking Caribbean governments? Yes:.....No:.....
13. If yes, how are they acquired?.....
-
-
-
14. Is it possible to obtain data on the loan or consultation of government documents, documents issued by regional and/or international organizations in your country and documents published by other Caribbean governments from the statistics kept by your library/documentation centre? Yes:.....No:.....
15. If yes, please attach any you can produce for 1981/1982 or the preceding year.

P.T.O.

16. Indicate the use made of these three groups of materials:

Government Publications	Publications from Reg. & Internat.Orgs. published in the country	Government Publications from other Caribbean countries
-----	-----	-----

Frequently

Average

Infrequently

17. Is there any general comment you would like to make regarding the production, control, circulation and use of government documents as covered by this project?

.....

.....

.....

.....

.....

.....

PLEASE RETURN THIS INTERVIEW INSTRUMENT WITH AS MUCH DETAIL
AS POSSIBLE TO THE CONTACT NAMED IN THE COVERING LETTER.
THE RESEACHER WILL REVIEW IT BEFORE SEEING YOU.

PUBLIC DOCUMENTS AND NON-CONVENTIONAL MATERIALS
FACT-FINDING MISSION

English-speaking Caribbean

Interview instrument
(for Chiefs of Government Archives)

Country:.....

Formal name of Archives:.....

Address.....

.....Telephone no:.....

Name of officer:.....

Title:.....

1. Do records received in the Archives contain public documents (see definition)? Yes:.....No:.....
2. How are they handled?
 - a) Kept in sequence in the files?
 - b) Separated from the files?.....
 - c) Other (please state).....
3. Apart from acquisition for administrative purposes, does the Archives acquire government documents:
 - a) by legal deposit?.....
 - b) by formal arrangements?.....
 - c) by purchase?.....
 - d) by solicitation?.....
 - e) by gift (i.e. voluntarily but not solicited)?.....
4. Please attach relevant documentation for any of these methods.
5. If public documents are so obtained, how are they handled?
 - a) Maintained in a 'printed archives' section?.....
 - b) Redistributed?.....
 - c) If yes, to what body?.....
 - d) Other (please state).....
6. If kept, how are they organised:
 - a) In chronological files?.....
 - b) In classified files?.....
 - c) Catalogued?.....
 - d) Indexed only?.....
 - e) Other (please state).....

P.T.O.

7. If 'printed archives' are maintained, how are they regarded in relation to permanent government official files?

- a) As the master file?.....
- b) As supporting other collections?.....
- c) No special significance given to this collection?.....

8. Is the collection available to the public?

Yes:.....No:.....

9. Do libraries use the collection as a source to fill requests? Yes:.....No:.....

10. If yes, how is this done?

- a) User referred to Archives?.....
- b) Item loaned to the library?.....
- c) Photocopy to the library?.....
- d) Other (please state).....

11. Can you give an estimate of usage?

Directly in
the Archives

Through another
service point

Frequently

Average

Infrequently

Never

12. Is there any comment you wish to make concerning the production, control, circulation and use of public documents as covered by this project?

.....
.....
.....
.....
.....

PLEASE RETAIN THIS INTERVIEW INSTRUMENT UNTIL THE RESEARCHER VISITS YOU.

UNIVERSITY OF THE WEST INDIES
DEPARTMENT OF LIBRARY STUDIESP.O. Box 181
Kingston, 7, JAMAICA

2 August, 1982

Dear Sir/Madam,

Subject: Survey on the availability and use of
public documents

May we ask you kindly to examine, complete and return the attached questionnaire as early as possible to the librarian listed at the end of the letter as CONTACT IN YOUR COUNTRY.

This questionnaire is a major tool in a research sponsored by the United Nations Educational, Scientific and Cultural Organization (UNESCO) in order to improve the availability to and use of public documents by all interested individuals, including yourself.

By public documents is meant all the types of government publications, that is, books, pamphlets, leaflets, sheets, magazines, etc. such as the statistical yearbook, handbooks, agricultural extension bulletins, health education pamphlets, laws, reports from the Courts, gazettes, rules and regulations as well as statistical, technical, research and planning reports and reports from committees and conferences. They do not have to be printed but can be produced by a duplicating machine. However it excludes publications of the government-controlled universities and internal issuances and forms.

Also, the body responsible for issuing them does not have to be just the Central Government, but can be a department, a division, or unit, as well as a quasi-government agency such as the statutory bodies or the government-sponsored corporations.

Your input in answering this questionnaire is part of a larger research: Persons concerned with other aspects of the study are also being asked to supply data. The results of the study will be used to prepare recommendations addressed to the government of your country as to how you and your fellow countrymen may be better served when using official publications. Your participation is thus essential and we thank you in advance for your kind collaboration.

DAPHNE DOUGLAS
Senior Lecturer, DLS/UWO
RESEARCHER

CONTACT IN YOUR COUNTRY:

.....

.....

PUBLIC DOCUMENTS AND NON-CONVENTIONAL MATERIALS
FACT-FINDING MISSION

English-speaking Caribbean

User questionnaire Centre of distribution:.....

Age group: Up to 25:.....26-50:.....Over 50:.....

Educational level: Primary:.....Secondary:.....Higher:.....

Occupation:.....
-----1. Have you ever needed information which you obtained
from a public document(see definition)? Yes:.....No:.....

2. If yes, indicate how often this has occurred:

Very frequently:
e.g. once or more a weekFrequently:
e.g. several times a monthNot often:
e.g. several times a yearRarely:
e.g. once or less a year3. Where do you normally obtain access to such documents
published by the government?Direct from the issuing agency?.....
(e.g. Ministry, Department, Agency)

On loan from or consultation in a library?.....

Other (please state):.....
.....
.....4. Have you ever needed specific documents published by
the government (that is, have you ever gone looking
for a specific document or documents by name?):
Yes:.....No:.....5. To what extent were you able to have access to the
document or documents you needed?Every time:.....
Most of the time:.....
Half of the time:.....
Rarely:.....
Never:.....

P.T.O.

6. If you have used government documents, in an educational institution, in the work situation, and/or in your private life, please explain for what purposes you have used them (e.g. study assignments, research, preparing publications, sport, decision-making, advisory work, preparing documents, preparing lectures, personal interest, social matters, general information, civic data, technical know-how):

.....

.....
 Use extra blank pages if necessary. Mark them "6. contd.".

7. What kinds of information have you needed, which you thought government publications might have supplied if you had been able to see them (e.g. matters pertaining to law, tax, customs, migration, finance, statistics, policy, civics, agriculture, industry, health, education, business, as well as information contained in directories, listings, manuals)

.....

.....
 Use extra blank pages if necessary. Mark them "7. contd.".

8. Is there any general comment you wish to make concerning the availability and use of government documents as covered by this survey:

.....

THANK YOU FOR YOUR HELP IN SUPPLYING THIS INFORMATION.
 Please return the questionnaire to the contact named in the covering letter.